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ABSTRACT

This is the first interim report of the congressionally mandated National Study of Student Support Services (SSS), a federally funded grant program designed to help economically disadvantaged students achieve success at the postsecondary level. The program is intended to facilitate disadvantaged students' high school completion, entry into and completion of postsecondary education, and entry into graduate study. The report combines the results of two parts of the study. The first part (Chapters 2-6) provides an overview of the SSS program drawn from several national data sets and a survey of 200 SSS project directors. The second part (Chapters 7-9) presents the results of case studies of support services, policies, and programs in 50 institutions, of which 30 have SSS projects and 20 do not. Key findings are highlighted at the start of each chapter and they include: (1) the proportion of low income families has grown for each educational group except those in which at least one member has a college degree; (2) noncognitive factors important in college success among this population are a positive self-concept, realistic self-appraisal, ability to deal with racism, and preference for long-term goals; (3) SSS funding was $10 million in 1970 and $130 million in 1993; and (4) 25 percent of higher education institutions receive SSS funding. Appendices detail sampling methodology and provide additional details of study preliminary findings. (Contains 118 references.) (JB)

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National Study of Student Support Services

Interim Report:

Volume 1

Program Implementation

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1994

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The views expressed in this report, developed under contract to the U.S. Department of Education, do not necessarily reflect the position or policy of the Department, and no official endorsement by the Department should be inferred.

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The study was performed under contract with Westat, Inc., and subcontracts with SMB Economic Research and Mathematica Policy Research (MPR). The project team included Margaret Cahalan, project director; Lana Muraskin, principal investigator; David Wright, statistician; Jacqueline Severynse, statistician; Bradford Chaney, senior analyst; David Myers, senior analyst; Diane Ward, survey operations manager; Candi Hitchcock, program contact coordinator; Selma Chen, data preparation; Carin Celebuski, propensity analysis coordinator; Allen Belsheim, programmer; and Ethel Sanniez, programmer. Reports were prepared with the assistance of Susan Hein, graphics; Carol Litman, editor; and Sylvie Warren, word processing. The site visitors were Allison Henderson, Adrienne Von Glatz, Nancy Brigham, James Caruthers, Claryce Nelson, Elaine Carlson, Sheila Rosenblum, Carin Celebuski, Evelyn Marshall, Lana Muraskin, and Margaret Cahalan. Vicky Carlson was the site visit scheduler. Lance Hodes provided Westat corporate support for the project.

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EXECUTIVE SUMMARY

This is the first interim report of the congressionally mandated National Study of Student Support Services (SSS). The report combines the results of two parts of the study. The first part (Chapters 2-6) provides an overview of the SSS program drawn from several national data sets and a survey of 200 SSS project directors conducted as part of this study. The second part (Chapters 7-9) presents the results of case studies of support services, policies, and programs in 50 institutions---30 with SSS projects and 20 without projects. Key findings are presented in the executive summary and are highlighted at the start of each chapter.

PART I: OVERVIEW OF THE SSS PROGRAM

Chapter 2. The Need for Services: Poverty, Economic Inequality, and Educational Attainment: 1966-91

Over the past 20 years, the proportion of disadvantaged families has grown, decreasing the proportion of all U.S. families able to pay for higher education.

- The proportion of low-income families has grown for each educational group except those in which at least one member has a college degree. This means that the economic disadvantage of not completing high school and college has increased.
- Education as a primary means of lessening economic inequality is particularly important for underrepresented groups. The higher the educational level of African-Americans and Hispanics, the more likely their income will approximate that of whites with comparable education.

While educational attainment overall has increased modestly over the past 30 years, significant gains have been made in rates of high school graduation and college completion for underrepresented groups since 1965. Unfortunately, the greatest gains were made in the 1970s and rates leveled off in the 1980s. Only in the 1990s have rates begun to increase again.

- African-Americans have experienced the highest rates of increase in high school graduation, increasing from 27 percent of those 25 and older having completed high school in 1965 to 68 percent of that group in 1991.
- Among African-Americans ages 18 to 24, rates of high school completion increased from 60 percent in 1970 to 77 percent in 1990.
- Four-year college completion rates for African-Americans increased from 4.7 percent of those 25 and older in 1965 to 11.5 percent in 1991.
- For African-Americans ages 18 to 24, college enrollment increased from 13 percent in 1965 to 23 percent in 1990.

Despite these gains, African-American and Hispanic high school graduates ages 18 to 24 continue to enroll in college at lower rates than whites.

- The overall percentage of high school graduates ages 14 to 24 enrolled in college was about 52 percent in 1970 and 59 percent in 1990. Among African-Americans, enrollment was 39 percent in 1970 and 48 percent in 1990. Among Hispanics, enrollment was 37 percent in 1973 and 45 percent in 1990.
- The largest differences in enrollment levels are by income, with enrollment levels of youths from high-income families being twice those of low-income families.
- Over half of African-American and Hispanic families have incomes of less than 150 percent of the poverty level.
- Once enrolled in college, 4-year completion rates are significantly lower for groups traditionally underrepresented in higher

education. For example, in 1989, African-Americans were 9.4 percent of college students, but only 5.6 percent of graduates.

SSS eligibility criteria (income of 150 percent of the poverty level and/or first generation college student[1]) are aimed at persons whose college attendance and completion are most problematic. A disproportionate share of those persons are members of minority groups.

- In any given year, about 1 million 17-year-olds would be eligible for SSS services if enrolled in college.
- Among African-American and Hispanic children, over half (57) percent would meet the SSS income eligibility criteria.
- Among college graduates as a whole, almost half (48 percent) are first generation college goers, that is, persons who do not have a parent who graduated from a 4-year college. Among African-American college graduates, the rate is 63 percent, and among Hispanics it is 61 percent.

Two important changes in higher education in the past two decades have implications for the ability of disadvantaged students to attend and complete higher education. These changes also have implications for the potential role of SSS on college campuses.

- The first is the growth of community college enrollment. In 1965 only 29 percent of freshmen were in 2-year schools. By the 1990s, over 50 percent were in 2-year schools. The completion rate at 2-year schools is estimated to be about 30 percent for full-time students.
- The second is the expansion of remedial instruction and corresponding professional support services. Estimates are that about 32 percent of college students need remedial writing and 37 percent need remedial math.

Chapter 3. Studies of Student Retention and Evaluations of Supplemental Services

This chapter provides an overview of general studies of student retention and past studies of SSS and SSS-like projects.

- While academic factors such as SAT scores and high school GPA remain the strong predictors of college success, other noncognitive factors and student integration have been identified as significant, especially for disadvantaged students.
- Among the noncognitive factors, studies have found that positive self-concept, realistic self-appraisal, ability to deal with racism, preference for long- term goals, availability of a strong support person, successful leadership experience, and performance of community service predict academic success.
- Among the student integration factors, studies have stressed the importance of the fit between the student and the institution, the freshman year, living on campus, attending full time, effective advising, participating in campus activities, and having the friendship of at least one faculty or staff member as predicting retention.
- Among the reasons most frequently reported by students for leaving college are academic performance, financial concern, lack of motivation, personal concerns, military service, and taking a full-time job.
- Institutional policies promoting social and academic integration and increasing time spent on course work have the most potential for increased retention of disadvantaged students.

Previous studies of differences in persistence and grade point averages between students receiving and not receiving SSS or SSS-like services have shown small and somewhat inconsistent program effects.

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[1] Neither parent has a 4-year college degree.

Chapter 4. Statistical Overview of SSS Projects and Summary of Requirements of the Federal Student Support Services Program: 1970-93

The SSS program began with a small federal appropriation, increased substantially in the 1970s, but in constant dollars did not grow again until the 1990s. Decisions about numbers of projects to support did not always reflect the changes in funding availability. The result is that per-student dollar awards declined substantially over time.

- In current dollars SSS funding was at $10 million in 1970 and $130 million in 1993.
- In *constant* 1990 dollars, SSS program funding was about $34 million at the start of the SSS program, reaching $99 million in 1979. During the 1980s, funding decreased to about $80 million (in 1987). It now stands at about $120 million.
- Since its inception, the number of projects funded has risen from 121 in 1970 to 700 in 1993. In constant 1990 dollars, average project awards have declined from $278,393 in 1970 to $171,028 in 1993.
- In constant 1990 dollars, the average amount per student declined from the program's inception until around 1990, when the amount per student began to increase somewhat. In constant 1990 dollars an average of $1,123 was spent per SSS student in 1970 and $725 in 1993.

Over most of the program's history, projects have received 3-year grants. Once funded, projects are likely to be re-funded in part because current projects have a legislatively mandated point advantage during proposal review. Current grantees can earn up to 115 evaluation points, while other applicants can earn a maximum of 100 points. Despite this advantage, 8 to 12 percent projects are not re-funded during each review cycle.[2] In the 1993 grant cycle, the award period was extended to 4 years for most projects and 5 years for the top 10 percent of grantees (based on points earned during proposal review).

In 1981, SSS student eligibility criteria were substantially constrained, requiring that two-thirds of those served be both low income (150 percent of poverty) and first generation college students, or physically disabled. The other one-third could be either low-income or first generation college students.[3] The requirements also mandated that the student need academic support to successfully complete college and that the grantee institution provide the student with financial assistance to meet that student's full financial need.

Some SSS program requirements have proven difficult for projects to implement. In particular, the requirements that SSS services not duplicate other campus offerings and that SSS participants be offered financial aid sufficient to meet their full financial need have been problematic. In the 1992 reauthorization, Congress addressed both points. First, it indicated that coordination with other campus services is encouraged and that funds should not be denied to an institution because it sponsors a similar program. The new legislation also changed the "full financial need" requirement, stating that such aid must be offered, rather than provided, to participants.

Chapter 5: Characteristics of Institutions Receiving Student Support Services Grants

This chapter offers a profile of institutions with SSS grants. It also compares grantee institutions with higher education institutions as a whole. The findings suggest that the SSS program is targeted on larger, less selective public institutions with higher proportions of minority students.

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[2] In the most recent review cycle, 12 percent of grantees were not re-funded.

[3] Prior to that point, eligibility was open to all individuals with academic potential who needed special services because of a deprived educational, cultural, or economic background, or who were physical handicapped or of limited English speaking ability.

- About a quarter of U.S. higher education institutions, serving about 31 percent of FTE freshmen, receive SSS grants. These include about 26 percent of 2-year and 24 percent of 4-year institutions. Four-year institutions that grant doctorates are more likely than other 4-year institutions to have SSS grants.

- SSS grantees are more likely to be public than private institutions and to have larger enrollments. Schools with grants have an average of 7,114 students, about double the enrollment of schools without grants (3,566).

- SSS grants are more likely to go to institutions enrolling a high proportion of minority students--about half of the higher education institutions with 50 percent or greater minority enrollment have SSS grants, compared with 21 percent of institutions with less than 50 percent minority enrollment.

- Overall about 31 percent of all freshmen are in colleges with SSS grants. About 39 percent of all African-American freshmen and 34 percent of all Native American freshmen are in schools with SSS grants.

- Few of the nation's highly selective schools have SSS grants. Among the highly selective schools only 13 percent have SSS grants. Among open admission schools 27 percent have SSS grants.

- SSS grantee institutions have somewhat lower average entering SAT/ACT scores than non-SSS institutions.

- Among non-open admission schools, SSS institutions are more likely than other institutions to report that they sometimes waive admission policies for marginal students.

- SSS grantee institutions are somewhat more likely to offer remedial instructional and support services than other institutions. In particular, they are more likely to offer services for students with disabilities, job training, and on-campus day care, and to try new programs to increase student retention.

- Despite their somewhat lower than average entrance exam scores and greater than average rates of open admissions, SSS institutions have 1-year retention rates for freshmen that are similar to those for schools as a whole according to the findings of a Higher Education Survey.

- Institutions with SSS are likely to have other TRIO grants. Upward Bound is found in about half of the institutions with SSS grants. Over two-thirds of all 501 Upward Bound projects are in institutions that also have SSS. Talent Search is available in about one-quarter of SSS institutions.

Chapter 6: Results of the 1991-92 Survey of Project Directors

In 1991-92, the study conducted a survey of 200 SSS project directors. Issues included project history and funding, nature and amounts of services provided, clientele, staffing, project needs, and federal rules. Results of the survey are provided, along with information obtained from annual performance reports submitted by the projects to the federal SSS office.

- About 28 percent of current SSS projects began in 1975 or before. Those funded in the early years of the federal program are more likely to be large, 4-year schools with 50 percent or greater minority enrollment than those funded more recently. Eighty-one percent of projects in 2-year institutions first received support after 1975.

- Directors of 61 percent of projects indicate their projects are located in central, highly visible locations on campus.

- Project directors report the average number of participants per project is 232, with a slightly higher average number (254) in projects that have been in existence for at least 4 years.

- Directors indicate that almost all SSS projects offer counseling and tutoring in at least one subject. Most tutoring is done by peer tutors and most counseling by professional counselors. Three-quarters report offering some form of instructional services or courses as well as cultural or enrichment programs.

- Project directors estimate that an average 60 percent of participants receive some tutoring and almost all receive some form of counseling. Over three-fourths receive academic counseling. About half receive financial aid counseling or personal counseling. Other services are received by fewer participants. Project staff believe that receiving help in passing a course or improving basic skills are the most common reasons that students participate.

- SSS projects serve a high proportion of groups underrepresented in college. As reported by the directors, about one-third of SSS students are African-American compared with about 9 percent of total undergraduates; about 16 percent are Hispanic compared with about 6 percent of the total undergraduates; and about 3 percent are Native American compared with .4 percent of total undergraduates. About 43 percent of SSS students are white compared with 80 percent of the total undergraduates.

- Women participate in SSS at a higher rate than men. Project directors indicate that about 61 percent of SSS participants are female and 39 percent are male. Among all undergraduates at these institutions, about 54 percent are female and 46 percent are male.

- Most SSS participants are freshmen, including 55 percent of participants at 4-year institutions and 70 percent of participants at 2-year schools. However, project directors report that more than half the participants stay in the projects for more than 1 year.

- Just over one-third of projects (36 percent) report that eligible students who applied or were recommended for the program were not able to participate because of lack of staff or space in the program.

- The typical SSS project has a full-time project director (72 percent), a full-time tutor coordinator, 1-3 professional counselors, and 10-15 part-time peer tutors. At least three-quarters of the projects offer preservice and inservice training for their peer tutors. Almost half the projects (43 percent) see "having an adequate number of staff" as an area for improvement, making it the improvement need most often cited.

- Among projects in the survey, the average SSS grant was $163,384 in 1991-92. Federal funds were the main source of support for almost all projects (95 percent).

- About 62 percent of projects have some additional institutional support. On average, projects received an average of 14 percent of their operating funds from institutional sources, with larger institutions likely to provide more than the average and small institutions likely to provide less.

- Among the federal rules, project directors see "meeting the full financial need" of students as the most difficult to achieve, and believe that the nonsupplanting requirement is the least useful to achieving their project goals. Project staff would like to see funding cycles extended from 3 to 5 or 6 years.[4] They would also like larger awards and more emphasis on staff development.

PART II: RESULTS OF THE 50 INSTITUTION CASE STUDIES

Chapter 7: The Nature of Student Support Services Projects

This chapter presents an indepth description of SSS project organization and services. It places the SSS services within the institutional context. It also examines the methods projects use to attract participants, and their results.

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[4] In the most recent reauthorization the cycle was extended to 4 years for most projects, and 5 years to those ranked in the top 10 percent. The legislation also set higher minimum grant awards.

The Organization of Support Services

- Although SSS projects were often among the first services available on their campus for disadvantaged students, at most institutions they are currently one of several service providers. SSS funds now support only a limited part of the support service mix.

- SSS funds may be used for the following purposes:
  - To serve a limited group of students but offer several services (home base projects);
  - To deliver one major support service at the institution--although the project may also provide other services on a limited basis (dominant service projects); and
  - To provide most of the support services at the school--this is the case only rarely (all service projects).

- Organizationally, SSS funds may provide services through a separate SSS project, or SSS funds may be applied to support part of a larger service mix (called a blended project).

The SSS Services

- Dominant service projects tend to focus heavily on tutoring, while home base projects are more likely to emphasize academic advising, with tutoring and other services as needed.

- SSS-funded academic advising (also called academic counseling) focuses most heavily on assistance during the freshman year and is provided by professionals rather than peer advisors. It is usually additional to academic advising offered by the institution, but is sometimes offered in lieu of institutional services.

- Career and personal counseling are not major SSS services. They are usually offered on an informal basis. Financial aid counseling is offered by most SSS projects, often through workshops.

- Most SSS-supported tutoring is provided by peers--usually more advanced undergraduate students at the same institutions. At some of the smaller institutions in the study, SSS provides the only free tutoring available at the school.

- A limited number of projects offer organized tutoring sessions for specific courses that are tied directly to instruction in the course. These services are called supplementary instruction (SI) in this study. About half the schools visited offer some SI, which is as likely to be supported by SSS as by the institution.

- All but a few of the schools in the study offer remedial courses, and some offer multiple levels of course taking. SSS support of such courses is limited primarily to 4-year institutions.

- In a limited number of schools, SSS also supports orientation or study skills courses. In far more schools, SSS offers workshops on study skills or related topics.

- While SSS offers operates in summer months, SSS rarely finances special summer programs prior to the freshman year. In a few schools, it pays for a portion of such programs (such as a tutoring or counseling component).

- Transfer initiative SSS resources in 2-year institutions resulted primarily in additional academic advising.

The SSS Clientele

- More than half the SSS projects visited use recruitment approaches that cast a wide net (wide recruitment projects). Some recruit widely, but the services they offer (such as SI for developmental courses) effectively limit the clientele.

- The rest of the projects use various formal and informal targeting mechanisms including focusing on special admits (who do not meet the institution's regular entrance requirements), minority students, or at-risk (lower achieving) students.

- Projects serve some groups disproportionately in relation to their numbers in the institutions, including freshmen, minority students, and women. At 2-year institutions, projects also appear to serve full-time students disproportionately.

- Students with disabilities are likely to receive tutoring from SSS projects, but counseling and other services from other providers on campus. Only in schools without a special office for students with disabilities is SSS likely to provide other services--on a limited basis.

Chapter 8: The Institutional Context for SSS Projects and Project Impact

This chapter explores the specific role of SSS project staff in influencing institutional policy. It also examines the larger question of whether institutions with SSS projects more are likely to have a commitment to serving disadvantaged students. This analysis compares policies and services at 30 SSS grantee institutions and 20 comparison schools.

The Direct Role of SSS Projects in Grantee Policy and Programs

- In general, SSS project staff play a limited role in grantee policy development. The most common institutional role is serving on admissions review committees that make decisions about special admits. SSS staff may also advocate for maintaining open or lenient admission policies when schools consider becoming more selective.

- Project staff rarely occupy a sufficiently elevated place in institutional administration to influence policy directly.

- SSS projects have served as models of support services at some schools, leading to expansion of services. Project staff also may assume the role of campus advocate for disadvantaged students, minority students, or (occasionally) students with disabilities.

- In general, SSS projects maintain positive relations with other support service providers and relevant faculty. Most schools have formal or informal mechanisms for periodic exchanges of information and student referrals.

- The physical space provided by institutions to projects is typically adequate, but a substantial minority of projects are housed in shabby quarters, as assessed by study field staff.

Comparing Institutional Policies at SSS Grantees and Comparable Institutions Without Grants

- It is difficult to discern differences in recruitment or admissions policies among comparable institutions with and without SSS projects. Part of the reason that differences are not apparent may be that comparison institutions were selected based on having student body characteristics like those of SSS grantees. Additionally, few of the schools in the study had selective admissions policies so possibilities for differences in policies were limited.

- There were no discernable differences in financial aid policies across the two sets of institutions.

- Institutions with and without SSS projects both offer a wide array of support services. These usually include academic advising, career information and employment assistance, personal counseling, course tutoring or other supplemental course assistance, new student orientations, prefreshman year summer programs, remedial instruction, workshops to improve study skills, and health services. Some schools also offer these services separately to subgroups of students such as minorities, women, or special admits.

- Grantee institutions tend to offer more types or special support services for disadvantaged students as well as more types of general services (for all students) than comparable institutions without grants. If the largest institutions in the study are excluded, grantees also tend to offer more services to students with disabilities. The direct role of SSS resources in fostering these differences is not known.

- Among the small number of more selective schools in the study, the institutions without grants appear to have stricter probation and dismissal policies.

Institutional Mission and Climate at SSS Grantees and Comparable Institutions Without Grants

- Based on field researchers' summary ratings of institutional climate for minority students, students with disabilities and academically at-risk students, there are no differences in climate between the two sets of institutions.

- Many schools with and without SSS grants are currently struggling with the question of how many poorly prepared students to enroll, and whether they have the resources to provide adequate special services.

Chapter 9: Federal Policy Reform in Student Support Services

Three policy issues received considerable attention in the course of the field work. The nonsupplanting and financial aid issues were identified by project staff as important. In addition, federal officials requested examination of the accountability mechanisms in the SSS program and how they could be improved.

Nonsupplanting

- Despite unclear legal underpinnings, the issue of whether SSS resources substitute for institutional or other resources for support services has been a major concern of federal program reviews. It has created service delivery dilemmas for projects.

- Where large numbers of students are eligible for SSS but SSS resources are insufficient to meet their needs, non-SSS resources are often used to provide other students with comparable services. Because other students obtain similar services to those received by SSS participants, federally supported services are held to duplicate other offerings, and are not considered additional to what SSS participants would have otherwise received (i.e., federal funds are seen as supplanting other resources, not adding to them).

- Methods for reforming the nonsupplanting test are suggested, including
    - Shifting to a criterion of additional services for a targeted group of disadvantaged students, with SSS resources as a portion of the total resources. To do so would require a clear definition of the term "disadvantaged student" at each grantee institution that limits the target group for additional services.
    - Establishing schoolwide service projects (i.e, they serve all students) in institutions where the vast majority of students are disadvantaged, but only if additional funds (including SSS) are sufficient to carry out such projects.

Full Financial Need

- The intent of federal legislation is that institutions meet the full financial need of SSS participants, but many institutions are unable to do so. In addition, some of the institutions unable to do so make better financial aid packages available to other students with

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similar need to those of SSS participants because of state rules or programs.

- Federal legislation could encourage favorable treatment for SSS participants in several ways. For example, legislation could
    - Require that SSS participants receive the best package available at grantee institutions for comparably needy students;
    - Require that institutions with special educational equity/opportunity or related programs (EOP) extend equivalent financial aid to SSS participants with comparable need as a condition of federal SSS support; or
    - Establish specific federal grant awards for SSS participants.

Project Accountability

- SSS projects establish service delivery goals that include overall participation rates as well as the numbers of new participants each year. They also establish the number of participants for each type of service.

- Few projects establish goals for how much of a service each participant is likely to receive (i.e, service intensity).

- The total numbers of outcome goals established by projects differ considerably across the projects. The most common project outcome goal is achievement of a particular GPA by a percentage of participants. For most projects, GPA goals are modest.

- Projects also set retention and graduation goals. Some projects set extremely ambitious goals, while others establish modest goals. Since failure to achieve these goals can affect re-funding of a project, projects setting ambitious goals may be at a disadvantage in relation to others.

- It would be desirable to have greater comparability in goal setting among grantees. This could be accomplished through goals that help to determine the value the project adds to what participants would have accomplished without it.

- Possible standards for project performance include past project performance, institutional performance (taking into account participant differences), and the performance of projects in institutions with similar student bodies.

Building Institutional Capacity for Support Service Delivery

- Several conditions argue for an expanded SSS role in national efforts to aid at-risk students:
    - The availability of federal, state, and institutional resources aimed at support service provision has increased in the years since the SSS program began;
    - Institutions are serving students who need special services at higher rates than when the federal SSS program was first developed;
    - Fiscal stringency is currently forcing cutbacks in support service at some schools and a search for more efficient service delivery strategies at many more; and
    - Despite the wide availability of services, retention and completion rates for disadvantaged students remain significantly lower than for other students at the same campuses.

These findings indicate the need for developing a better understanding of what works to enable disadvantaged students to stay in school and graduate and coordinating institutional planning for service delivery. Two reforms are proposed:

- **The Demonstration Approach**: A limited number of grantees would test alternative interventions to promote student retention and increase graduation rates. Grant applicants would propose an overall strategy--targeting a particular group of students and setting performance goals, creating a comparison group or groups, outlining activities, and creating an evaluation design and methods. Topics might include student motivation to continue services, SI and other study groups for at-risk students, serving older students, attracting and retaining male students, one-stop service shopping (learning centers), and decentralized services.

- **The Institutional Planning Approach**: Grantees would draft institution-wide plans for at-risk student retention and completion. Key components of an institutional plan should include
  - The target population for services and retention/completion goals;
  - The level and nature of activities or financial assistance;
  - The resources available to assist at-risk students;
  - Possible resource/service gaps and plans to fill them;
  - The specific role of the SSS grant; and
  - An evaluation plan.

An incentive to institutions to engage in planning is that once the plans are adopted, SSS and other resources can be used in a more flexible manner. Institutions that chose not to draft institutional plans could still submit traditional SSS proposals, but would not be granted the additional flexibility in use of resources.

1. INTRODUCTION

Since the mid-1960s, Congress has recognized that financial aid alone will not ensure equal educational opportunity to disadvantaged students. Corresponding supplemental services are needed to prepare disadvantaged students for college and to enable them to succeed once there. In addition, institutional policies and practices must be designed to serve a more diverse population of students. For these reasons, the Special Programs for Disadvantaged Students (TRIO) programs were created.

Student Support Services (SSS) is one of six federally funded grant programs administered by the Department of Education as part of the special Programs for Disadvantaged Students (now called TRIO in the Higher Education Act (HEA)). The SSS program began in 1970, the third of the TRIO programs. The first two were Upward Bound, begun in 1965, and Talent Search, begun in 1966;[1] the others are the Educational Opportunity Centers (EOC), begun in 1974, Staff Training, 1978, and McNair, 1989.

All six programs are designed to help economically disadvantaged students achieve success at the postsecondary level--by facilitating high school completion, entry into and completion of postsecondary education, and entry into graduate study. They are intended to complement federal student aid programs that address the financial needs of disadvantaged students by providing a range of supplemental services. These services may include academic enrichment and remedial services, personal, academic, and financial aid counseling, referrals, and the provision of cultural experiences.

Study Background. At the request of Congress, the Planning and Evaluation Service of the U.S. Department of Education (ED) is evaluating the TRIO programs. The purpose of the evaluation is to "examine the effectiveness of current programs and to identify program improvements" (P.L. 101-166). In response to this mandate, the Department of Education has designed a multipart evaluation that includes studies of several of the TRIO programs. The National Study of the Student Support Services programs is one part of this evaluation. A separate study is currently being conducted of Upward Bound, and studies of other TRIO programs are being planned.

The SSS Program. The SSS federal program awards grants to institutions of higher education to provide supplemental services to eligible students. As stated in the 1992 reauthorization legislation, the purpose of the Student Support Services is

(1) To increase college retention and graduation rates for eligible students;

(2) To increase the transfer rates of eligible students from 2-year to 4-year institutions; and

(3) To foster an institutional climate supportive of the success of low-income and first generation college students and individuals with disabilities.

Two-thirds of the students served by SSS must be low income (150 percent of poverty) and first generation college or physically handicapped. The other third must be low income or first generation college. One-third of the physically handicapped students must also be low-income students. In 1992 the average grant was $165,000.

Services may include counseling, tutoring, workshops, labs, cultural events, special services to handicapped students, and instructional courses.

Student Support Services and the other TRIO programs, combined with federal student financial aid programs, reflect the national commitment both to enable the direct provision of services for disadvantaged students and to foster a wider climate of equal educational opportunity in higher education.

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[1] Upward Bound, the oldest of the programs, dates back to the 1964 Economic Opportunity Act. Talent Search was established by the Higher Education Act of 1965. The Higher Education Act Amendments of 1968 brought Talent Search and Upward Bound together in the U.S. Office of Education (now the Department of Education) and augmented them with the Special Services for Disadvantaged Students (now Student Support Services-SSS) program, forming what came to be called TRIO. The Higher Education Amendments of 1972 augmented the TRIO programs with a fourth program--Educational Opportunity Centers (EOCs)---which are intended primarily to provide educational counseling and financial aid information for adults living in predominantly low-income areas.

Study Design and Methodology

The National Study of Student Support Services seeks answers to the following questions:

1. What is the extent of the need for support services aimed at helping students remain in school?
2. What is the range and mix of support services of projects funded by the SSS program?
3. Who receives such services currently, and what are the types and amounts of service they receive?
4. What is the impact of federal support on service availability and on retention policies at institutions?
5. What are the effects of obtaining support services on students' college persistence and performance?
6. What mix of program services are most effective in meeting project goals?

These questions are being addressed through the two major components of the study:

- A descriptive study of program implementation and program characteristics (the focus of this report); and
- A longitudinal study of the college experiences of students served and similar students not in the program.

The Implementation Study. The study of program implementation (the focus of this report) collected and/or analyzed information from several sources:

- Basic statistics on project funding and students served (obtained from the federal program office);
- Institutional data from the Integrated Postsecondary Education Data System (IPEDS) and from a nationally representative Higher Education Survey (HES) survey of institutions' retention practices;
- Project data information from yearly performance reports submitted by the projects;
- A 1991-92 survey of a nationally representative stratified random sample of 200 SSS projects funded in both 1987 and 1990; and
- Site visits to 50 higher education institutions, 30 with SSS projects and 20 that do not have SSS grants. The 30 SSS sites were randomly subsampled from within the 200 included in the survey of SSS projects. The 20 non-SSS sites were selected to match the 30 SSS sites. Institutions were matched by enrollment size, geographic region, selectivity, percent of Pell grant recipients, institution type (2-year, 4-year), and institution control (public, private). The 4-day site visits took place between October and May of 1991-92.

The Longitudinal Study. A longitudinal study of participants is examining the educational effects of the federally supported SSS projects on college freshmen (persistence in college, credits taken, and grade point average). It is tracking a sample of about 3,000 freshman SSS participants over a period of 3 years to examine varying types and intensities of services and project outcomes. The study also includes a comparison group of 3,000 students (1,500 from the SSS sites and 1,500 from institutions not having SSS grants). Data are being collected for both the SSS and comparison students in two waves of student surveys and a transcript collection. For SSS participants, detailed service record data were also being collected.

Additional methodological information for the sample selection is included in Appendix A.

Organization of the Report

This report combines the results of two parts of the implementation study. The first part (Chapters 2-6) provides an overview of the federal Student Support Services program drawn from the national data sets and the findings of the survey of 200 SSS project directors. Chapter 2 provides information on the economic and educational context for support services, highlighting inequities in access to, and completion of, higher education. Chapter 3 reviews studies of student retention and considers their lessons for this evaluation. Chapter 4 provides an overview of the development of the SSS program from its inception to the most recent award cycle. Chapter 5 describes the institutions with SSS grants. Chapter 6 presents the results of a survey of project directors, offering information on services offered and project clientele.

The second part of the report (Chapters 7-9) presents the results of case studies of support services policies and programs in 50 institutions. Thirty of those institutions are SSS grantees, enabling a detailed examination of the SSS services and clientele. The 20 institutions without SSS projects are examined in order to compare the extent and nature of services and policies in institutions with and without projects. Chapter 7 provides detailed descriptions of the support services available at grantee institutions, with emphasis on the SSS-provided services. An attempt is made to describe projects along two dimensions -- the services they provide and their organizational structure. The chapter also describes how SSS participants are targeted and recruited. Chapter 8 examines the contribution of the SSS projects to institutional policy, looking at both the direct staff contributions and the kinds of policies in place in institutions with and without SSS grants. Chapter 9 uses data drawn from the case studies to examine three important federal policy issues -- nonsupplanting, meeting students' full financial need, and project accountability. The chapter includes recommendations for addressing these issues. Highlights are provided at the start of each chapter.

Other Reports

A second descriptive report from the study presents detailed information on the characteristics of SSS freshman participants (obtained from a baseline student survey and student information files) and on the level of SSS services received (obtained from service records kept over the 1991-92 academic year). A third and final report will present the results of the longitudinal study of student outcomes.

2. THE NEED FOR SERVICES: POVERTY, ECONOMIC INEQUALITY, AND EDUCATIONAL ATTAINMENT: 1966-91

This chapter addresses the need for student support services by presenting summary statistics on the economic and higher education context in which the federal Student Support Services (SSS) programs have operated over the last 20 years. The thesis of this discussion is that the need for SSS services has increased in the period since the program's inception. To support this thesis, four indicators of need are considered: (1) poverty levels, (2) economic inequality or relative income, (3) educational attainment, and (4) college retention. Since SSS is a program designed to serve students from economically and educationally disadvantaged backgrounds, changes in these indicators in the period since the SSS program began directly affect the need for SSS and the potential role of the federal program on college campuses. In this section we briefly summarize income and educational changes in these areas for the period since the beginning of the TRIO programs in the mid-1960s.

Highlights

- Over the past 20 years, the proportion of disadvantaged families has grown, decreasing the proportion of all U.S. families able to pay for higher education.
- The percentage of children under 18 in families in poverty was higher in 1991 than in 1970 when SSS began.
- Almost 30 percent of all children nationwide are in families below 150 percent of poverty, the income eligibility criteria for SSS services. Among African-American and Hispanic children, over half (57) percent would meet this eligibility criteria.
- In any given year about 1 million 17-year-olds would meet the SSS income requirements.
- The economic disadvantages of not completing high school and college has increased. For all educational levels, except college graduates, the proportion of low-income persons has grown since the 1970s, and income differences between highly educated and less educated persons have increased.
- Education remains a primary means of lessening economic inequality for underrepresented groups. The ratio of African-American and Hispanic income to white income becomes higher as the educational level increases.
- While educational attainment overall has increased modestly, significant gains have been made in rates of high school graduation and college completion for underrepresented groups since 1965; however, most of these gains were made in the 1970s and rates reached plateaus in the 1980s.
- African-Americans have experienced the highest rates of increase in high school graduation and college enrollment.
- Despite gains, African-American and Hispanic high school graduates continue to enroll in college at lower rates than whites.
- Overall, the percentage of high school graduates aged 14 to 24 ever enrolling in college was about 52 percent in 1970 and 59 percent in 1990. Among African-Americans, the rate was 39 percent in 1970 and 48 percent in 1990. Among Hispanics it was 37 percent in 1973 and 45 percent in 1990.
- The largest differences in enrollment levels are by income, with enrollment levels of youth from high-income families being twice those of those from low-income families.

- Among college graduates as a whole, almost half (48 percent) are first generation college defined as not have a parent who graduated from a 4-year college. Among African-Americans, the rate is 63 percent, and among Hispanics, it is 61 percent.

- Completion rates at 4-year colleges remain at about 50 percent and are significantly lower for groups traditionally underrepresented in higher education. For example, in 1989, African-Americans were 9.4 percent of college students, but only 5.6 percent of graduates.

- At 2-year schools the 2-year completion rate is estimated to be about 30 percent for full-time students.

- Two important changes in higher education in the past two decades have implications for the ability of disadvantaged students to attend and complete higher education. These changes also have implications for the potential role of SSS on college campuses.

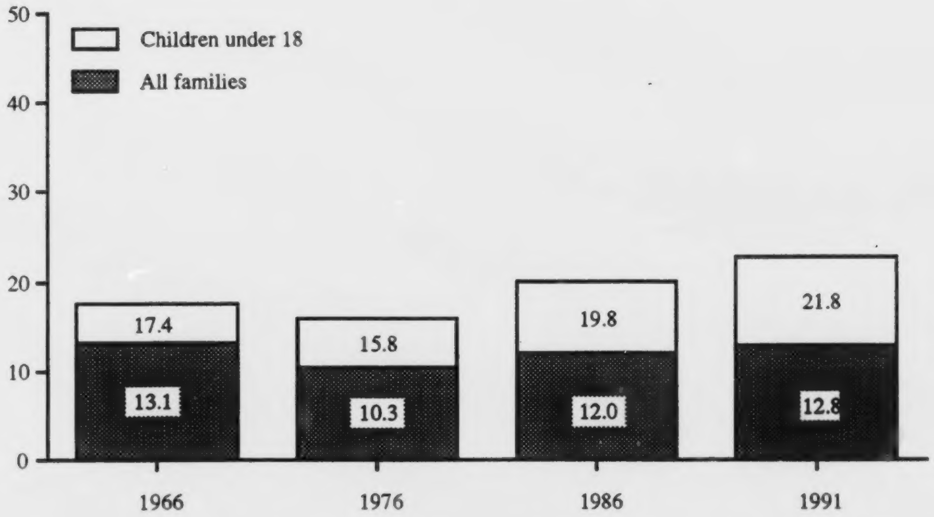
  - The first is the growth in community college enrollment. In 1965 only 29 percent of freshmen were in 2-year schools. By the 1990s, over 50 percent were in 2-year schools.

  - The second is the expansion of remedial instruction and corresponding professional support services. Estimates are that about 32 percent of college students need remedial writing and 37 percent need remedial math.

Poverty Levels: 1966-91

In 1966, 1 year after passage of the Higher Education Act of 1965, which began the federal student financial aid program, and the year that the first of the TRIO programs, Upward Bound, began operation, an estimated 13.1 percent of all U.S. families were below the poverty level and an estimated 17.4 percent of all children under 18 were in families in poverty (Figure 2-1a). By 1991 there had been little positive change in this regard: poverty levels were at 12.8 percent for all families, and the rate for children under 18 had actually risen, to 21.8 percent (the average poverty level in 1991 was $13,924 for a family of four).

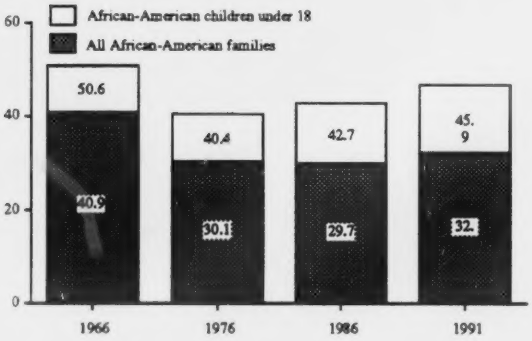
Figure 2-1a. Percentage of all U.S. families and children below poverty level: selected years, 1966-90



SOURCE: U.S. Bureau of Census, *Current Population Reports*, "Poverty in the United States: 1991," series P-60, No. 181, August 1992, table 2 and table 3.

While poverty levels for African-American children have declined since the 1960s, the percentage of black children in poverty remains very high, and the percentage of Hispanic children in poverty has increased since the 1970s (when separate government data first became available).

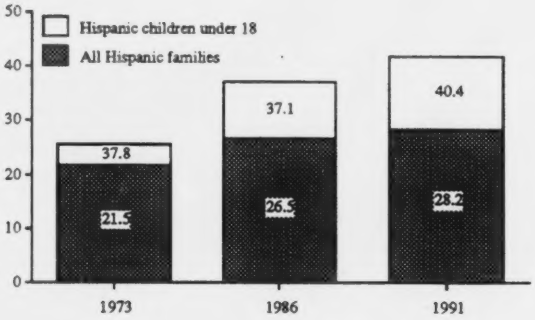
Figure 2-1b. Percentage of African-American families and children below poverty level: selected years, 1966-91



SOURCE: U.S. Bureau of Census, *Current Population Reports*, "Poverty in the United States: 1991," series P-60, No. 181, August 1992, table 2 and table 3.

In 1966, 50.6 percent of African-American children under 18 were in poverty; in 1991, the corresponding figure was 45.9 percent (Figure 2-1b). In 1973 (the first year for which separate data are available), 27.8 percent of Hispanic children under 18 were in poverty, compared to 40.4 percent in 1991 (Figure 2-1c).

Figure 2-1c. Percentage of Hispanic families and children below poverty level: selected years, 1973-91



NOTE: Separate data on poverty of Hispanics first became available for 1973. Persons of Hispanic origin may be of any race.

SOURCE: The U.S. Bureau of Census, *Current Population Reports*, "Poverty in the United States: 1991," series P-60, No. 181, August 1992, table 2 and table 3.

Under 150 Percent of Poverty

One of the eligibility criteria of SSS is that students served have family incomes under 150 percent of the poverty level (SSS eligibility requirements are discussed in more detail in Chapter 4). Government statistics indicate that almost 30 percent of children aged 6 to 17 are in families below 150 percent of poverty (Table 2-1). Among African-American and Hispanic children, over half (57 percent) meet this eligibility criteria for SSS services (Figure 2-2). In numbers, this means that in 1991 there were about 1 million 17-year-olds of all races/ethnicities meeting this requirement. An estimated 310,400 were African-American, and 212,300 were Hispanic, just over half of all African-American and Hispanic youth (Figure 2-3).

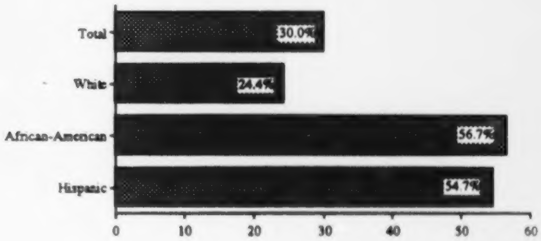
Table 2-1. Number and percentage of persons in poverty and whose income is under 150 percent of poverty, by race and Hispanic origin: 1991

Characteristic	Total	In poverty		Under 150 percent of poverty	
		Number	Percent of total	Number	Percent of total
		(Numbers in thousands)			
Total persons .	251,179	35,708	14.2%	59,681	23.8%
Related children under 18	64,800	13,658	21.1	20,792	32.1
Related children aged 6-17 . . .	41,947	8,175	19.5	12,604	30.0
White	210,121	23,747	11.3	42,458	20.2
Related children under 18	51,627	8,316	16.1	13,625	26.4
Related children aged 6-17 . . .	33,460	4,937	14.8	8,158	24.4
African-American . . .	31,312	10,242	32.7	14,458	46.2
Related children under 18	10,178	4,637	45.6	6,069	59.6
Related children aged 6-17 . . .	6,564	2,788	42.5	3,725	56.7
Hispanic	22,068	6,339	28.7	10,051	45.5
Related children under 18	7,473	2,977	39.8	4,329	57.9
Related children aged 6-17 . . .	4,657	1,728	37.1	2,547	54.7

NOTE: Numbers represent selected categories as labeled and will not sum to totals. Persons of Hispanic origin may be of any race.

SOURCE: The U.S. Bureau of Census, *Current Population Reports*, "Poverty in United States, 1991," series P-60, No. 175, August 1992, table 6.

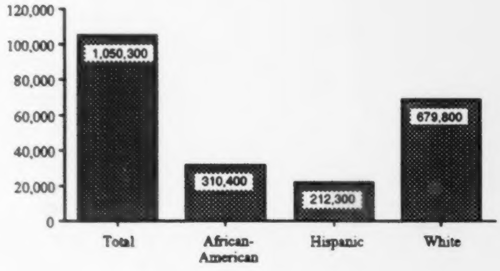
Figure 2-2. Percentage of related children ages 6-17 years in families under 150 percent of poverty: 1991



NOTE: Persons of Hispanic origin may be of any race.

SOURCE: U.S. Bureau of Census, Current Population Survey.

Figure 2-3. Estimated number of 17-year-olds in families under 150 percent of poverty: 1991



NOTE: Numbers do not sum to total because persons of Hispanic origin may be of any race.

SOURCE: Estimated based on data from U.S. Bureau of Census, Current Population Survey, as presented in Table 2-1.

Levels of Economic Inequality

Statistics from the Census Bureau indicate that the proportion of disadvantaged families has grown over the last 20 years. A Census Bureau publication notes that the "...period 1964 to 1989 was marked by an initial period (1964 to 1969) during which income inequality decreased and a longer period (1969-89) during which inequality increased."[2] As illustrated in Figure 2-4, the proportion of the population with relative incomes that are either high or low has increased and the proportion with middle incomes has decreased. (Low income is defined as less than half of the median income.)

Gini Index. Another measure of income inequality is the Gini index. The Gini range is from 0, indicating perfect equality (all persons have equal shares of the aggregate income), to 1, indicating perfect inequality (one person has all the income and the rest have none). Between 1970 and 1991 the index grew from .394 to .428, demonstrating a significant increase in income inequality.[3]

Reasons for the Increase. Reasons for the overall increase in income inequality are complicated and have been the subject of considerable research interest.[4] Among the reasons cited are the industrial restructuring of the economy from a goods production or manu-

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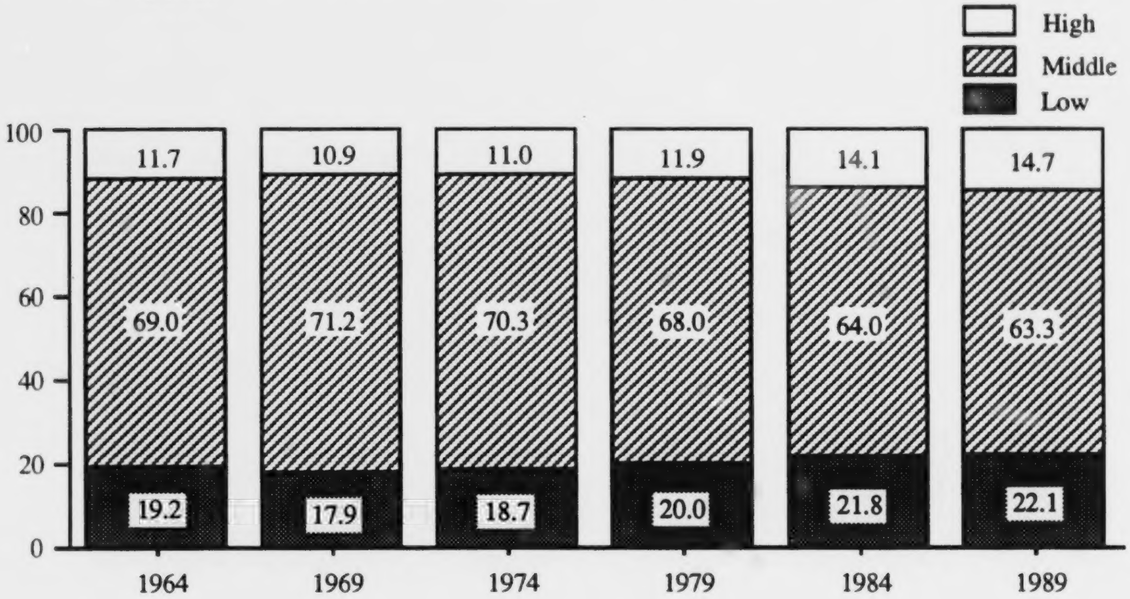
[2] U.S. Bureau of Census, *Current Population Reports*, "Trends in Relative Income: 1964 to 1989," Series P-60, No.177, p.4.

[3] U.S. Bureau of Census, *Current Population Reports*, "Money Income of Households, Families, and Persons, in the United States: 1991," series P-60, No. 180, p. xiv.

[4] David M. Cutler and Lawrence F. Katz, "Macroeconomic Performance and the Disadvantaged," Brookings Paper on Economic Activity, 1991 (2) pp. 1-74; Frank Levy and Richard Murname, "Earnings Levels and Earnings Inequality: A Review of Recent Trends and Proposed Explanations," *Journal of Economic Literature*, September, 1992; Paul Ryscavage, Gordon Green, and Edward Weiniak, "The Impact of Demographic, Social and Economic Change on the Distribution of Income," Studies in Income Distribution, *Current Population Reports*, Series P-60, No. 183.

Figure 2-4. Percentage of persons with high, middle, and low relative incomes: selected years, 1964-89



NOTE: Percentages may not add to 100 because of rounding.

SOURCE: U.S. Bureau of Census, *Current Population Reports*, "Trends in Relative Income: 1964 to 1989," Series P-60, No. 177, p. 4.

facturing base to a services production base, in which jobs typically pay lower wages and have a greater variation in wages. Other researchers note the impact of changes in household living arrangements (i.e., the shift from married couple families to single parent and nonfamily households). One set of explanatory factors focuses on the growing gap between the economic returns to well-educated and poorly educated workers, noting that the supply of highly skilled workers has grown more slowly than that of relatively unskilled workers. As a result, employers are willing to pay higher wages to the skilled; at the same time, wages for nonskilled workers have not increased. Census Bureau and other research notes the strong positive influence on income trends of increases in the educational attainment of householders.

Median Income. Table 2-2 gives median family income in 1991 dollars for all families and by race/ethnicity for the years 1967 to 1991. The data document that, for all U.S. families, while there have been years of growth in family income, there has been little sustained growth in real income over the period since 1970. There has also been little change in the gap between median income for underrepresented groups and the total. Black family income as a percentage of white family income was 59 percent in 1967 and 57 percent in 1991. For Hispanics there has been a decline in the ratio. It was 69 percent in 1973 and 63 percent in 1991.[5]

Table 2-2. Families by median total money income in 1991 CPI-U dollars, by African-American, Hispanic, and white origin: selected years, 1967-91

Year	Median all races	Median white	Median African-American	Median Hispanic	African-American as a percentage of white	Hispanic as a percentage of white
1967	$29,765	$30,895	$18,291	NA	59.20%	NA
1970	32,540	33,756	20,707	NA	61.34	NA
1973	34,774	36,344	20,975	$25,148	57.71	69.19%
1974	33,858	35,186	20,010	25,036	56.87	71.15
1975	33,248	34,578	21,276	23,147	61.53	66.94
1978	35,594	37,063	21,951	25,355	59.23	68.41
1979	36,051	37,619	21,302	26,079	56.63	69.32
1980	34,791	36,249	20,974	24,354	57.86	67.19
1981	33,843	35,550	20,054	24,793	56.41	69.74
1982	33,385	35,052	19,373	23,118	55.27	65.95
1983	33,741	35,331	19,912	23,151	56.36	65.53
1984	34,650	36,293	20,228	24,686	55.74	68.02
1985	35,107	36,901	21,248	24,084	57.58	65.27
1986	36,607	38,286	21,877	24,848	57.14	64.90
1987	37,131	38,828	22,068	24,339	56.84	62.68
1988	37,062	39,047	22,254	25,063	56.99	64.19
1989	37,579	39,514	22,197	25,753	56.18	65.17
1990	36,841	38,468	22,325	24,417	58.04	63.47
1991	35,939	37,783	21,548	23,895	57.03	63.24

NA - Not available.

NOTE: Persons of Hispanic origin may be of any race.

SOURCE: U.S. Bureau of Census, *Current Population Reports*, "Money Income of Households, Families, and Persons in the United States: 1991," Series P-60, No. 174, Table B-6.

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[5] While the median income disparity by race/ethnicity among total families has not changed, the Census Bureau reports that income disparity between white and black married couples has lessened substantially. In 1990 the median family income of black married couple families was $33,784, and for white couple families it was $40,331--a ratio of .84. In 1967 a black married couple earned only .68 percent of the income of a white couple, and by 1975 the ratio was .76 (Figure 2-5).

For Hispanics the ratio of all families and of married couple families to white families has worsened. The ratio for all families was .71 in 1972 and .63 in 1990; for married couples, it was .76 in 1972 and .69 in 1990.

The next sections look at the relationship of income and education for the total U.S. population and by race/ethnicity and gender.

Income and Education

The importance of educational attainment for earnings is demonstrated in a dramatic fashion by national data. Table 2-3 and Figure 2-5 give the mean 4-month average earnings (defined as the total earnings divided by the number of months for which earnings were received), and work activity status (defined as the number of months or part of months in which a job was held) of persons over 18 by educational attainment. We see that with the exception of doctorate and professional levels, mean income increases with each level of education attained, from $1,077 for those with a high school education to $3,855 for those with doctoral degrees and $4,961 for those with professional degrees. The relationship of income and education is similar for each of the race/ethnicity groups. Moreover, while differences by race continue to exist when educational level is the same, there is a small tendency for the difference to decline when education level is held constant. For example, African-Americans with master's degrees had incomes that were 92 percent those of whites with

Table 2-3. Four-month average earnings, work activity, and educational attainment for all those 18 and over, by race and Hispanic origin, 1990

Educational attainment	Mean total	Mean white	Mean African-American	Mean Hispanic	African-American as a percentage of white	Hispanic as a percentage of white
Mean monthly earnings[1]						
Doctorate	$3,855	$3,917	(B)	(B)	(B)	(B)
Professional	4,961	4,988	(B)	(B)	(B)	(B)
Master's	2,822	2,837	$2,613	$2,761	92.10%	97.32%
Bachelor's	2,116	2,149	1,814	1,841	84.41	85.67
Associate's	1,672	1,703	1,452	1,569	85.26	92.13
Vocational	1,237	1,247	1,003	1,149	80.43	92.14
Some college, no degree	1,280	1,315	1,064	1,168	80.91	88.82
High school graduate only	1,077	1,102	890	974	80.76	88.38
Not high school graduate	492	519	388	625	74.76	120.42
Mean months with work activity[2]						
Doctorate	3.45	3.44	(B)	(B)	(B)	(B)
Professional	3.37	3.35	(B)	(B)	(B)	(B)
Master's	3.34	3.32	3.50	3.25	105.42	97.89
Bachelor's	3.17	3.17	3.19	3.45	100.63	108.83
Associate's	3.26	3.27	3.25	3.34	99.39	102.14
Vocational	2.83	2.83	2.75	2.89	97.17	102.12
Some college, no degree	2.88	2.89	2.81	3.05	97.23	105.54
High school graduate only	2.64	2.65	2.62	2.76	98.87	104.15
Not high school graduate	1.58	1.60	1.49	2.14	93.13	133.75

B - Base is less than 200,000 persons.

[1] Mean monthly earnings is computed as the total of all earnings over the 4-month period divided by the number of months in which earnings were actually received. Earnings refers to wages and/or a salary from one or more jobs (includes earnings from self-employment).

[2] Months with work activity is the total months that an individual held a job whether for the entire month or a few days.

NOTE: Persons of Hispanic origin may be of any race.

SOURCE: Calculated from data in U.S. Bureau of Census, *Current Population Reports*, "What's It Worth? Educational Background and Economic Status: Spring 1990," p. 14-15, 32, table 2.

master's degrees, while the corresponding ratio for high school graduates was 81 percent. We can see from the table that there are also differences in the work activity variable indicating the number of months worked. While these are gross measures, those with associate's degrees or higher on average held jobs in at least 3 of the 4 months observed, while persons who were not high school graduates on average held jobs in fewer than half the observed months.

By gender and by race/ethnicity, we see the same strong relationship between income levels and education as in the overall data (Tables 2-4a and 2-4b). However, from the data in these tables we can also see that there are more differences by gender than by race/ethnicity.

We also see that African-American women are much closer to white women in income levels by education than African-American males are to white males. Since there are strong differences in income by degree field, and also strong differences in degree field by gender and race/ethnicity, these differences need to be considered in interpreting these statistics.[6]

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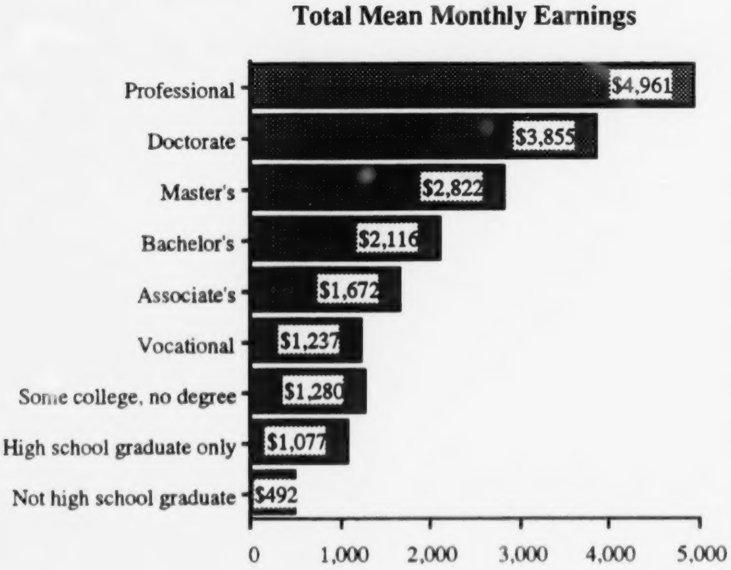
[6] See Robert Kominski and Rebecca Sutterlin, "What's it Worth? Educational Backgrounds and Economic Status: Spring 1990," *Current Population Reports*, Series P70-32, 1992).

Figure 2-5. Average monthly earnings by race/ethnicity and years of school completed



	White	African American	Hispanic
Professional	$4,988	B	B
Doctorate	$3,917	B	B
Master's	$2,837	$2,613	$2,761
Bachelor's	$2,149	$1,814	$1,841
Associate's	$1,703	$1,452	$1,569
Vocational	$1,247	$1,003	$1,149
Some college, no degree	$1,315	$1,064	$1,168
High school graduate only	$1,102	$890	$974
Not high school graduate	$519	$380	$625

B = Data not reported for this study, base is less than 200,000 persons.

NOTE: Reports 4-month average earnings for months in which work occurred.

SOURCE: Calculated from data in U.S. Bureau of Census, *Current Population Reports*, "What's It Worth? Educational Background and Economic Status: Spring 1990," pp. 14-15, 32, table 2.

Table 2-4a. Median and mean income by gender, race/ethnicity, and educational attainment for year- round full-time workers 25 years of age and older: 1991

Educational attainment	Median							
	Total		Male			Female		
	Male	Female	White	African-American	Hispanic	White	African-American	Hispanic
Less than 9th grade	$16,880	$11,637	$16,829	$18,325	$14,761	$11,615	$11,090	$10,868
9th to 12th grade	20,944	13,538	21,489	17,507	17,135	13,656	13,189	11,532
High school graduate	26,218	18,042	26,790	20,731	21,690	18,252	16,957	17,179
Some college, no degree	31,034	21,328	31,525	25,470	27,253	21,506	20,510	21,232
Associate's degree	32,221	23,862	32,849	27,887	30,026	24,519	20,913	24,213
Bachelor's degree or more	42,367	30,393	43,689	34,342	36,132	30,527	28,132	27,251
Bachelor's degree	39,894	27,654	40,624	31,032	32,972	27,840	26,333	25,669
Master's degree	47,002	33,122	46,978	40,815	37,832	33,604	30,998	(B)
Professional degree	70,284	42,604	70,301	(B)	(B)	42,620	(B)	(B)
Doctorate degree	54,626	40,172	54,774	(B)	(B)	39,050	(B)	(B)

Educational attainment	Mean							
	Total		Male			Female		
	Male	Female	White	African-American	Hispanic	White	African-American	Hispanic
Less than 9th grade	$19,632	$12,570	$19,794	$19,432	$16,525	$12,473	$13,059	$11,630
9th to 12th grade	23,765	15,352	24,374	20,933	18,381	15,571	14,624	13,368
High school graduate	28,230	19,336	28,969	22,822	23,432	19,481	18,395	18,099
Some college, no degree	33,758	22,833	34,559	27,235	28,130	23,058	21,797	22,949
Associate's degree	35,500	25,554	36,126	30,072	33,260	26,088	22,521	24,293
Bachelor's degree or more	50,747	33,144	51,662	36,236	41,996	33,215	30,595	30,137
Bachelor's degree	44,536	29,998	45,699	31,346	36,289	30,111	28,986	28,607
Master's degree	53,851	36,752	54,315	43,157	41,300	36,494	33,180	(B)
Professional degree	80,061	64,870	80,197	(B)	(B)	53,971	(B)	(B)
Doctorate degree	64,603	45,099	64,050	(B)	(B)	44,310	(B)	(B)

B - Base less than 75,000.

NOTE: Persons of Hispanic origin may be of any race.

SOURCE: U.S. Bureau of Census, *Current Population Reports*, "Money Income of Households, Families, and Persons in the United States: 1991," Series P-60, No. 174, table 29.

Table 2-4b. Female year-round full-time workers' income as percentage of income for males and African-American and Hispanic income as percentage of white income, by gender and educational attainment: 1991

Educational attainment	Median				
	Total	Male		Female	
	Female as a percentage of male	African-American as a percentage of white	Hispanic as a percentage of white	African-American as a percentage of white	Hispanic as a percentage of white
Less than 9th grade	68.94%	108.89%	87.71%	95.48%	93.57%
9th to 12th grade	64.64	81.47	79.74	96.58	84.45
High school graduate	68.82	77.38	80.96	92.90	94.12
Some college, no degree	68.72	80.79	86.45	95.37	98.73
Associate's degree	74.06	84.89	91.41	85.29	98.75
Bachelor's degree or more	71.74	78.61	82.70	92.16	89.27
Bachelor's degree	69.32	76.39	81.16	94.59	92.20
Master's degree	70.47	86.88	80.53	92.24	(B)
Professional degree	60.62	(B)	(B)	(B)	(B)
Doctorate degree	73.54	(B)	(B)	(B)	(B)

Educational attainment	Mean				
	Total	Male		Female	
	Female as a percentage of male	African-American as a percentage of white	Hispanic as a percentage of white	African-American as a percentage of white	Hispanic as a percentage of white
Less than 9th grade	64.03%	98.17%	83.48%	104.70%	93.24%
9th to 12th grade	64.60	85.88	75.41	93.92	85.85
High school graduate	68.49	78.78	80.89	94.43	92.91
Some college, no degree	67.64	78.81	81.40	94.53	99.53
Associate's degree	71.98	83.24	92.07	86.33	93.12
Bachelor's degree or more	65.31	70.14	81.29	92.11	90.73
Bachelor's degree	67.36	68.59	79.41	96.26	95.01
Master's degree	68.25	79.46	76.04	90.92	(B)
Professional degree	68.54	(B)	(B)	(B)	(B)
Doctorate degree	69.81	(B)	(B)	(B)	(B)

B - Base less than 75,000.

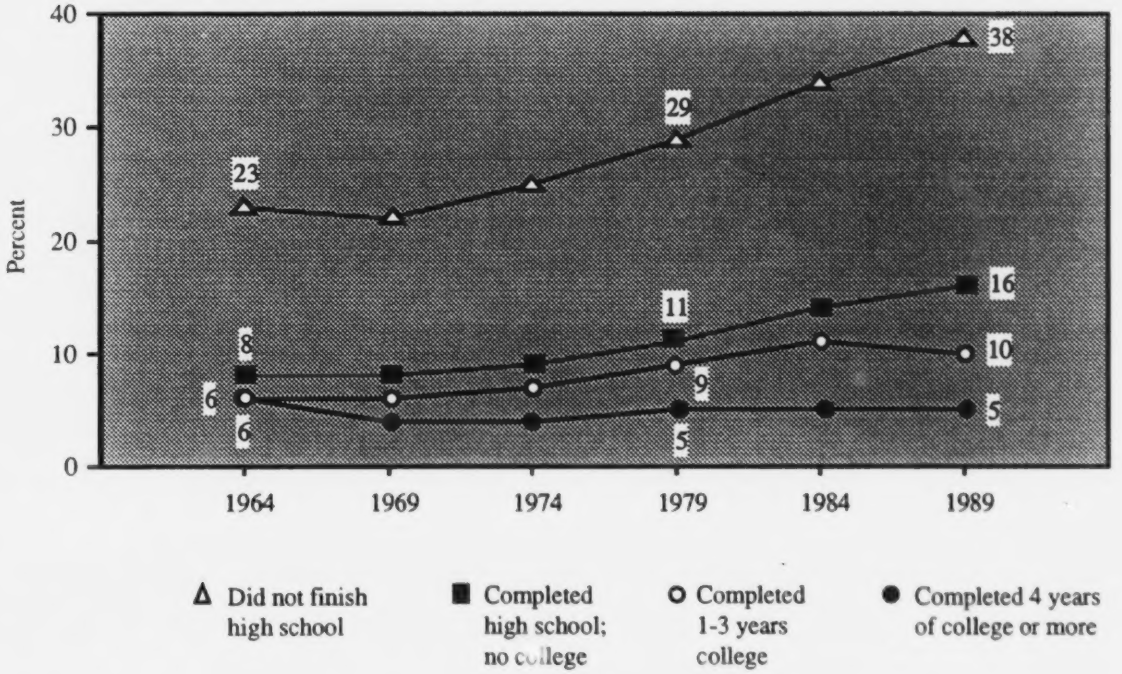
NOTE: Persons of Hispanic origin may be of any race.

SOURCE: U.S. Bureau of Census, *Current Population Reports*, "Money Income of Households, Families, and Persons in the United States: 1991," Series P-60, No. 174, table 29.

Trends Over Time in Income and Education. A look at the data on relative income over time indicates that during the period since 1965, the economic disadvantage of not having a college degree has increased (Figure 2-6). Indeed, the disparity of income by educational level is a factor in the increase in economic inequality witnessed in the last 25 years. Figure 2-6 graphs this trend using the Census Bureau measure of relative income. The relative income measure for an individual is his or her distance from the middle of the income distribution adjusted for differences in family size. A person with a relative income of .25 has only one-fourth of the income of a person in the middle of the distribution; a person with a relative income of 2.00 has twice the income of a person in the middle.

From 1964 to 1989 the percentage of persons with low relative incomes (family size adjusted income less than half or .50 of median income) increased for all groups except those completing college. For persons without a high school diploma, the percentage with low relative incomes went from 23 to 38 percent; for those with a high school education but no college, it went from 8 to 26 percent; and for those with 1 to 3 years of college, it went from 6 to 10 percent. Only among persons with a college degree did the percentage with low incomes decline (from 6 percent in 1964 to 5 percent in 1989).

Figure 2-6. Percentage of persons having low relative income, by years of school completed: selected years, 1964-89



SOURCE: U.S. Bureau of Census, *Current Population Reports*, "Trends in Relative Income: 1964 to 1989," Series P-60, No. 177, table D.

Figure 2-7 and Table 2-5 give some indication of the impact of college on relative income for the years 1964 to 1989. With the median income for the total indexed to 1, the relative median income of those having 1-3 years of college was 1.43 in 1964 and 1.29 in 1989. For those having 4 years or more of college, the relative median income was 1.72 in 1964 and 1.75 in 1989.[7]

Education decreases differences in relative income by race. The Census Bureau data show that the higher the level of educational attainment, the less the difference in relative median income among groups by race and ethnic origin. Among the total, the relative black median income as a percentage of white median income was 57 percent in 1989. Among those with 1-3 years of college, the relative median was 74 percent that of whites, and among those with 4 or more years of college, the relative median was 80 percent in 1989 (Figure 2-7).

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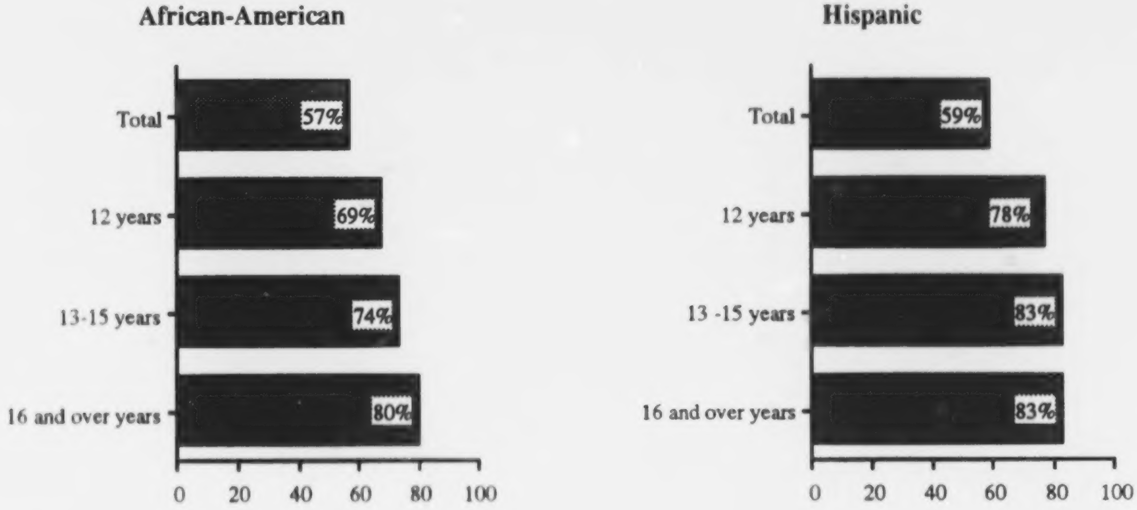
[7] For blacks, these trends were somewhat different. Among blacks with 1-3 years of college the relative median was .98 in 1964 and .99 in 1989. Among blacks having 4 years or more of college, the relative median was 1.49 in 1964 and 1.43 in 1989.

Figure 2-7. African-American and Hispanic relative median income as percentage of white income, by years of school completed: 1989



NOTE: Persons of Hispanic origin may be of any race.

SOURCE: U.S. Bureau of Census, *Current Population Reports*, "Trends in Relative Income: 1964 to 1989," Series P-60, No. 177, table D.

Table 2-5. Median relative income of persons aged 25 to 64, by race/ethnicity and years of school completed: selected years, 1964-89

Years of school completed	All races	White	African-American	Hispanic	African-American relative income as a percentage of white relative income	Hispanic relative income as a percentage of white relative income
Total						
1964	1	1.06	0.52	NA	49.06%	NA
1969	1	1.05	0.58	NA	55.24	NA
1974	1	1.05	0.59	0.69	56.19	65.71%
1979	1	1.06	0.58	0.69	54.72	65.09
1984	1	1.06	0.58	0.66	54.72	62.26
1989	1	1.06	0.60	0.63	56.60	59.43
Less than 12 years						
1964	0.93	1.01	0.55	NA	54.46	NA
1969	0.91	0.97	0.58	NA	59.79	NA
1974	0.85	0.91	0.57	0.64	62.64	70.33
1979	0.80	0.86	0.52	0.64	60.47	74.42
1984	0.72	0.78	0.49	0.58	62.82	74.36
1989	0.65	0.71	0.42	0.53	59.15	74.65
12 years						
1964	1.23	1.25	0.84	NA	67.20	NA
1969	1.20	1.23	0.89	NA	72.36	NA
1974	1.17	1.20	0.87	0.98	72.50	81.67
1979	1.17	1.20	0.84	0.93	70.00	77.50
1984	1.11	1.15	0.79	0.94	68.70	81.74
1989	1.08	1.12	0.77	0.87	68.75	77.68
13-15 years						
1964	1.43	1.46	0.98	NA	67.12	NA
1969	1.37	1.39	1.10	NA	79.14	NA
1974	1.32	1.34	1.07	1.1	79.85	82.09
1979	1.29	1.32	1.01	1.02	76.52	77.27
1984	1.29	1.33	0.93	1.10	69.92	82.71
1989	1.29	1.33	0.99	1.10	74.44	82.71
16 years and over						
1964	1.72	1.73	1.49	NA	86.13	NA
1969	1.7	1.71	1.65	NA	96.49	NA
1974	1.67	1.68	1.46	1.40	86.90	83.33
1979	1.61	1.63	1.40	1.37	85.89	84.05
1984	1.71	1.74	1.42	1.43	81.61	82.18
1989	1.75	1.79	1.43	1.49	79.89	83.24

NA - Not available.

NOTE: Persons of Hispanic origin may be of any race.

SOURCE: Calculated from data in U.S. Bureau of Census, *Current Population Reports*, "Trends in Relative Income: 1964 to 1989," Series P-60, No. 177, table 2.

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Changes in Levels of Educational Attainment: 1970-91

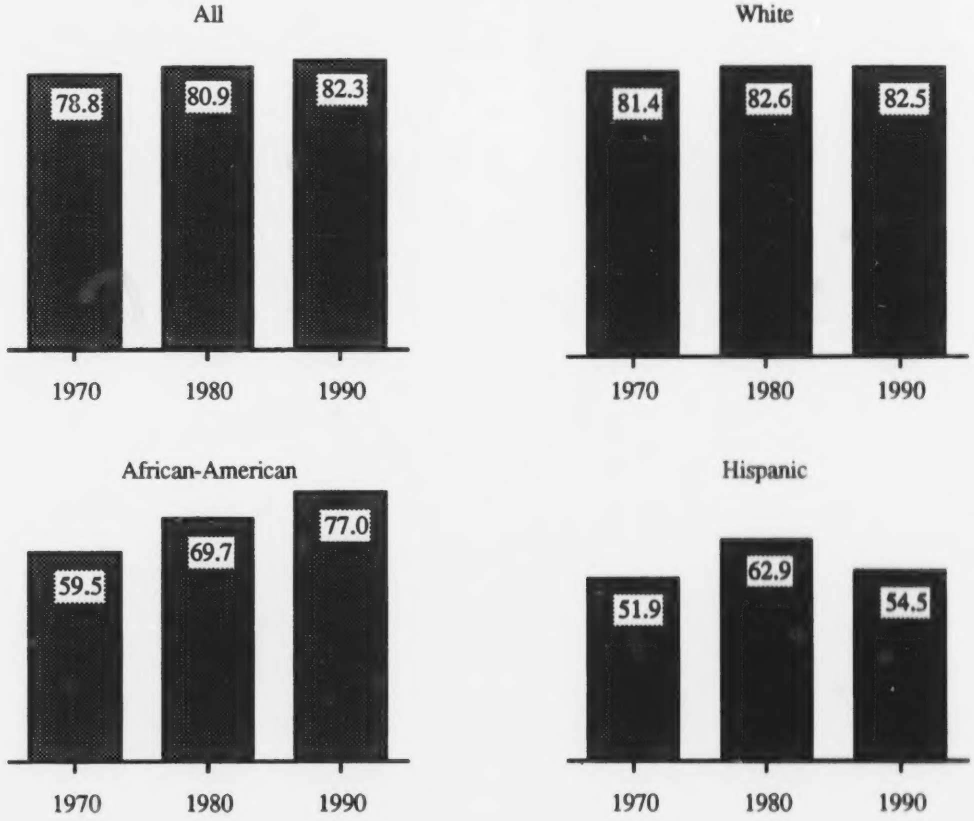
Given the goal of SSS to increase college completion of disadvantaged students, and the strong link between education and income seen in the last section, the next part of the chapter focuses on changes in educational attainment over the period of interest -- 1970 to 1991.

The statistics on education attainment rates over the period since the late 1960s show that for students from disadvantaged groups there were definite gains; however, these gains were slowed by 1980, and in some cases, small declines occurred in the 1980s. Only recently have there been renewed increases.

High School Graduation

Overall high school graduation rates for the total U.S. population aged 18-24 were 79 percent in 1970, increasing slightly to 82 percent in 1990. The largest increases in completion rates have occurred among African-Americans. The percentage of African-Americans aged 18 to 24 graduating from high school increased from 59.5 percent in 1970 to 77 percent in 1990. Hispanic rates were somewhat lower in 1990 than in 1980. In the same period, white high school graduation rates for those aged 18-24 have changed little, going from 81.4 percent to 82.5 (Figure 2-8).

Figure 2-8. Percentage of 18- to 24-year-olds completing high school, by race/ethnicity: 1970-90



NOTE: Persons of Hispanic origin may be of any race.

SOURCE: U.S. Bureau of Census, *Current Population Reports*, "School Enrollment - Social and Economic Characteristics of Students: October 1985," Series P-20, No 452, and unpublished tabulations for October 1990.

Figure 2-9 gives high school completion rates for those aged 25 to 29 years (graphic) and for the total population over 25 years of age (tabular). As can be seen from the tabular section of Figure 2-9, completion rates have continued a slow rise for all racial/ethnic groups when one considers the total population over age 25. However, consideration of the rates for those in the age group 25 to 29 years indicates that for all racial/ethnic groups, rates of increase leveled in the 1980s, and small declines occurred from points reached at some date in the 1980s.

For whites, high school completion for those aged 25 to 29 peaked at 87.8 percent in 1981 and was at 85.8 percent in 1991. For blacks, the completion rate for those aged 25 to 29 peaked at 83.4 percent in 1986 and was at 81.7 percent in 1991. For Hispanics, the rate peaked at 62.3 percent in 1988 and was at 56.7 percent in 1991.[8]

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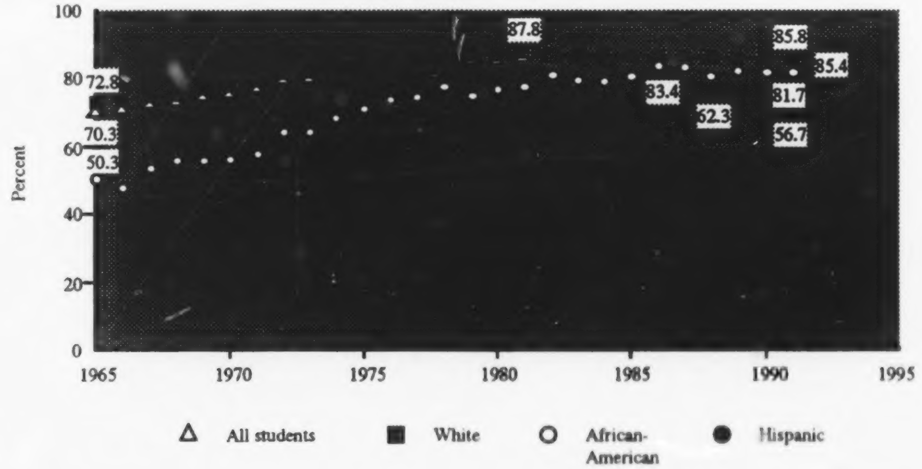
[8] These estimates from the Current Population Survey are subject to sampling errors, and small changes in individual years may reflect sampling error rather than actual change.

Figure 2-9. Percentage of population who have completed 4 years of high school or more, by race/ethnicity: selected years, 1965-91

Percentage of population aged 25 to 29 years



Percentage of population 25 years or older who have completed high school

Year	All	White	African-American	Hispanic
1965	49.0	51.3	27.2	NA
1970	55.2	57.4	33.7	NA
1975	62.5	64.5	42.5	37.9
1980	68.6	70.5	51.2	45.3
1985	73.9	75.5	59.8	47.9
1990	77.6	79.1	66.2	50.8
1991	78.4	79.9	66.7	51.3

NA - Not available.

NOTE: Beginning with 1988, a new edit and tabulation package has been introduced. Persons of Hispanic origin may be of any race.

SOURCE: U.S. Bureau of Census, *Current Population Reports*, "Education Attainment in the United States: March 1991 and 1990," Series P-20, No. 462, table 18.

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Participation in Higher Education

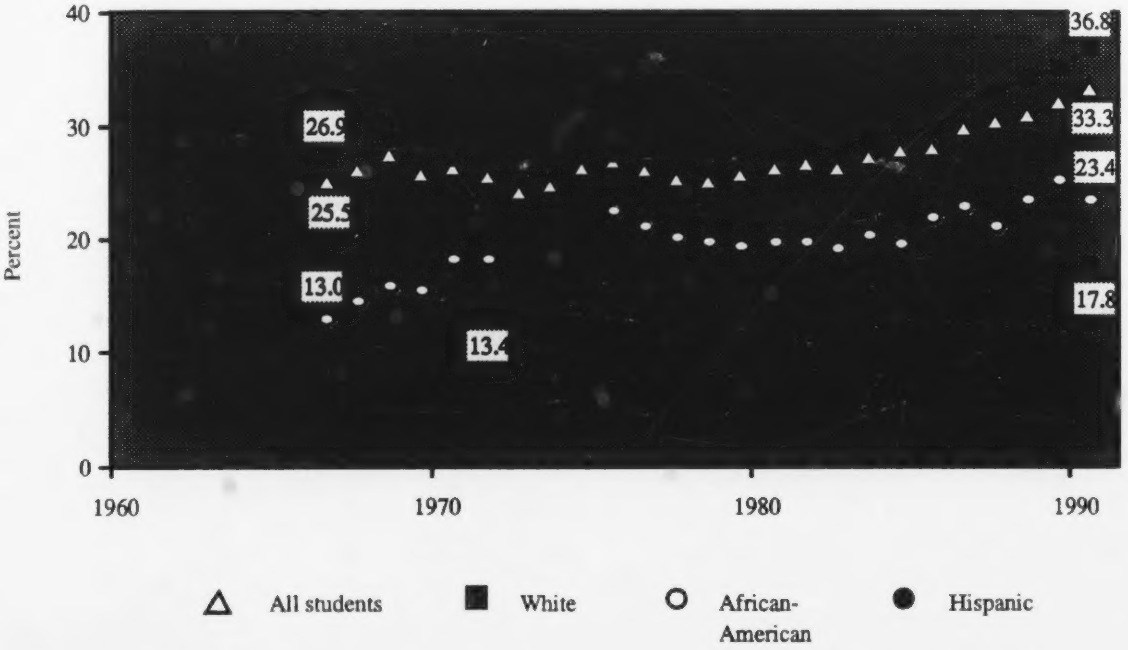
College enrollment rates show the same trend of increase in the 1970s, followed by less change in the 1980s. Three statistics are commonly reported to measure college enrollment by the Census Bureau's Current Population Survey: (1) the rate of all 18- to 24-year-olds who report they are in college on the October day of the survey; (2) the rate of high school graduates 18 to 24 years old who report they are in college; and (3) the rate of 14- to 24-year-old high school graduates who report they have ever enrolled in college. As might be expected, the latter category contains the highest percentages. Trends for minority populations look somewhat different depending on which statistics were used to compute them. Figures 2-10 and 2-11 summarize data from 1967 to 1991. Figure 2-12 summarizes data from 1970 to 1990 (see Appendix Table B-1 for the complete data).

College Enrollment Rates of All 18- to 24-Year-Olds: 1967-91. As can be seen in Figure 2-11, the enrolled in college rates for all 18- to 24-year-olds in the United States increased modestly between 1967 and 1991, from 26 percent in 1967 to 33 percent in 1991.

The highest level of increase over the period was among African-Americans. College enrollment for this group was 13 percent in 1967, and had risen to 22 percent by 1976. Between 1977 and 1988 there was little increase, and a small decline down to 19 percent occurred in 1983. In 1991, 23.4 percent of 18- to 24-year-old African-Americans were enrolled in college.

For Hispanics enrollment rates were 13.4 percent in 1972 and 17.8 percent in 1991. Rates for Hispanics also peaked in the mid-1970s at 20 percent in 1975.

Figure 2-10. Enrollment rates of all 18- to 24-year-olds in institutions of higher education: selected years, 1967-91



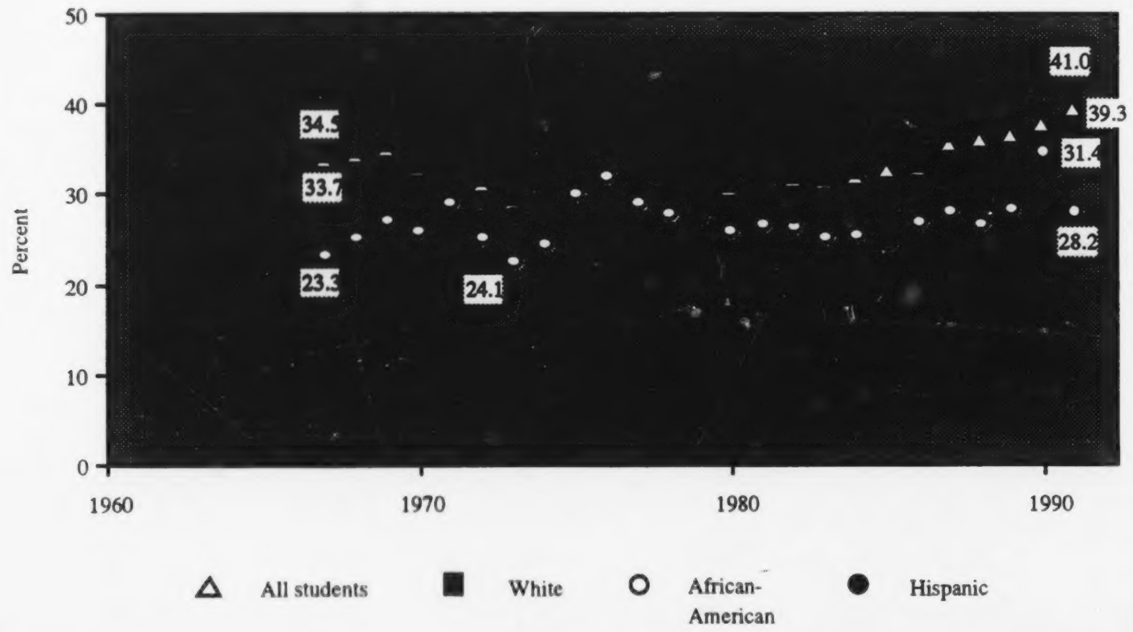
NOTE: Data represent all 18- to 24-year-olds enrolled in college in October of survey year. Persons of Hispanic origin may be of any race.

SOURCE: U.S. Bureau of the Census, Current Population Survey, unpublished data. As included in the *Digest of Educational Statistics, 1991*, table 173.

College Enrollment as a Percentage of High School Graduates. Overall, the rate for high school graduates entering college has gone from 34 percent in 1967 to 39 percent in 1991 (Figure 2-11). Statistics on college enrollment as a percentage of high school graduation rates are highly influenced by the percentage of people graduating from high school and show less tendency to increase than do the figures for total enrollment.

African-Americans, the group having the largest increase in high school graduation rates, went from 23 percent college enrollment in 1967 to a peak of 32 percent in 1976. Rates since then have fluctuated, ranging from a low of 25 percent in 1985 and 30 percent in 1990. In 1991 they were 28 percent. Hispanic college enrollment as a percentage of high school graduation rates has also fluctuated and was 24 percent in 1972 and 31 percent in 1991, with a high of 35 percent in 1976.

Figure 2-11. Enrollment rates of high school graduates aged 18 to 24 in institutions of higher education: 1967-91



NOTE: Data represent all high school graduates enrolled in college in October of survey year. Persons of Hispanic origin may be of any race.

SOURCE: U.S. Bureau of the Census, Current Population Survey, unpublished data. As included in the *Digest of Educational Statistics, 1991*, table 173.

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Percentage Ever Enrolled in College. The ever enrolled rates for the total U.S. high school graduates aged 14 to 24 were at 52 percent in 1970 and at 59 percent in 1990 (Figure 2-12).

Rates for African-Americans were 39 percent in 1970 and 48 percent in 1990. Rates for Hispanics were 37 percent in 1970 and 45 percent in 1990.

Differences in College Participation by Family Income

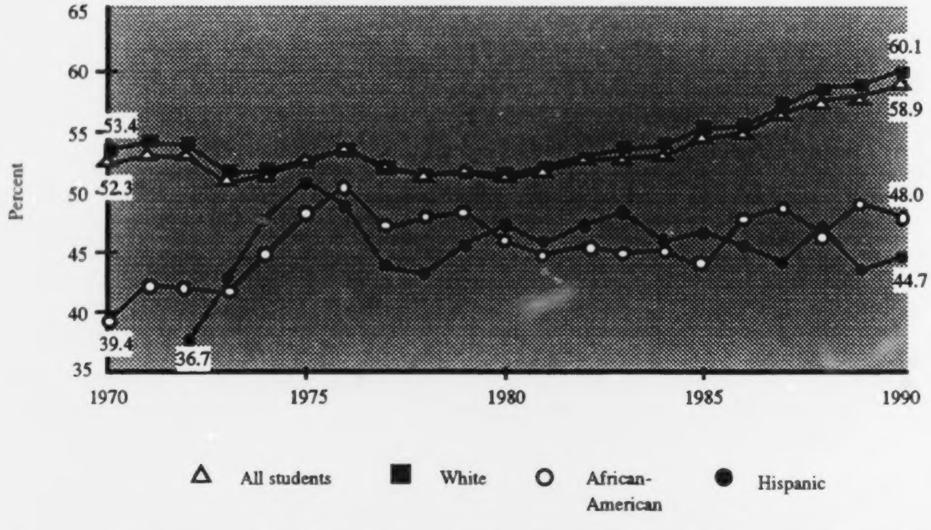
Children from families with high income levels are almost twice as likely to be enrolled in college as those from low-income families. Table 2-6 gives college enrollment rates for all 18- to 24-year-olds from 1986 to 1990 by income level. In 1990, about one-fourth (23.6 percent) of 18- to 24-year-olds from families with low income were enrolled compared with 53 percent for those from high-income families. These data starting at 1986 also show the increase in participation from a low point of 28 percent in 1986 to 32 percent in 1990.

Table 2-6. Enrollment rates of all 18- to 24-year-olds, by family income, 1986-90

Family income (nominal dollars)	1986	1987	1988	1989	1990
0-9,999	19.3	22.0	20.3	25.4	26.3
10,000-19,999	18.8	18.5	20.3	19.7	19.7
20,000-29,999	22.5	24.9	28.5	22.3	23.7
30,000-39,999	34.9	34.4	39.4	32.4	34.0
40,000-49,999	44.5	42.2	50.1	36.9	41.6
50,000+	50.7	55.3	57.7	54.3	53.0
Low	18.7	20.1	19.2	22.9	23.6
Middle	28.5	28.9	31.6	27.4	29.0
High	50.7	55.3	57.7	54.3	53.0
All	27.7	29.6	30.2	30.8	32.0

SOURCE: Current Population Survey, October 1986 through 1990.

Figure 2-12. Percentage of 14- to 24-year-old high school graduates who were ever enrolled in college: 1970-90



NOTE: Data represent high school graduates who have ever enrolled in college as of October of survey year. Persons of Hispanic origin may be of any race.

SOURCE: U.S. Bureau of the Census, Current Population Survey, unpublished data. (This table was prepared June 1991). As included in Deborah Carter and Reginald Wilson, *Minorities in Higher Education*, American Council on Education, 1991.

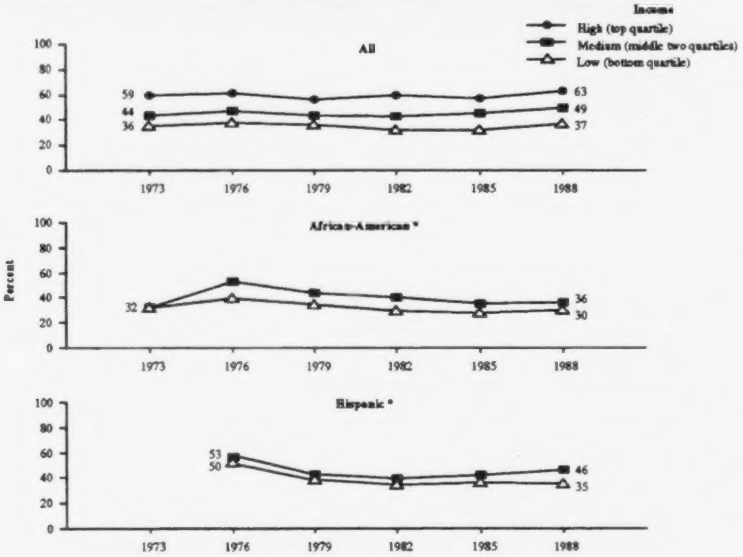
College Participation Rates of Dependent Students. College participation of dependent high school graduates by income level are presented in Figure 2-13. It should be noted that these figures represent only dependent 18- to 24-year-old high school graduates who were enrolled in college as of October of the study year, and hence college participation rates are higher than for the total 18- to 24-year-olds (presented in Figure 2-11 and Table 2-6). The figures are of use, however, in comparing participation changes over time.

Just over half of the 18- to 24-year-old high school graduates (54 percent) are dependent (nonmarried and living in a household headed by a parent or sibling). Overall their college participation rate is about 51 percent. Independent 18- to 24-year-olds (those with their own households or who are married) have about an 11 percent participation rate overall, and a 7 percent rate for African- Americans (Carter and Wilson, 1989).

For all dependent high school graduates in 1988, the rate of college enrollment was 63 percent for those from high-income (top quartile) families and 37 percent for those from low-income families (bottom quartile). Among African-Americans the college enrollment rate for low-income dependents was 30 percent. For Hispanics the corresponding rate was 35 percent. Rates for middle income (the middle two quartiles) were 36 percent for African-Americans and 46 percent for Hispanics.

The data indicate that the percentage of dependent low-income minority high school graduates enrolling in college declined between 1976, the peak year, and 1988, the last year for which we have data. In 1976 about 40 percent of low-income dependent African-American high school graduates enrolled in college (compared with 30 percent in 1988), and 50 percent of low-income dependent Hispanic high school graduates enrolled

Figure 2-13. Enrollment rates of dependent high school graduates aged 18 to 24 in institutions of higher education, by income, and race/ethnicity: selected years, 1973-88



*Too few cases in high income category to make reliable estimates.

NOTE: Data represent the percent of 18- to 24-year-old high school graduates who are dependents that are enrolled in college. Dependents have higher participation rates than graduates who are not dependents. Persons of Hispanic origin may be of any race.

SOURCE: U.S. Department of Commerce, Bureau of Census, Current Population Survey, as included in Deborah Carter and Reginald Wilson, *Minorities in Higher Education*, American Council on Education, 1989.

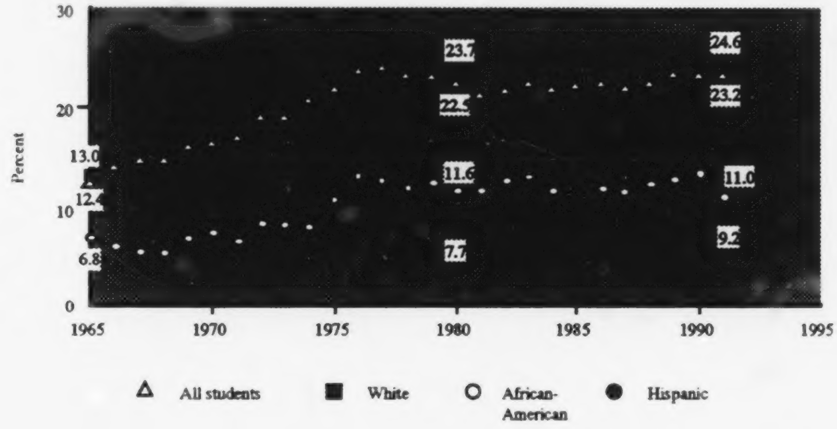
(compared with 35 percent in 1988). These percentages are affected by the percentage of students graduating from high school, which show small increases for the period as a whole, and larger increases in certain years. For example, high school completion rates for dependent low-income African-American youth in the 18 to 24 year age group were 57.2 percent in 1973, 58.2 percent in 1976, 66.1 percent in 1987, and 61.2 percent in 1988 (data not shown).

College Completion. Figure 2-14 presents college completion rates for those aged 25 to 29 years (graphic) and for the total population over 25 (tabular). Since 1965 the rate of college completion for the total population over age 25 has doubled, from 9.4 percent in 1965 to 21.4 percent in 1991. For African-Americans, the rate has gone from 4.7 percent to 11.5 percent. For Hispanics, the rate has gone from 6.3 percent in 1975 to 9.7 percent in 1991.

Considering only those aged 25 to 29 years, one sees that the increases have slowed in the 1980s. In 1980 the rate was 22.5 percent for the total, and in 1991 it was 23.2 percent. For African-Americans, the rate was 11.6 percent in 1980 and 11.0 percent in 1991. For Hispanics, the rate was 7.7 percent in 1980 and 9.2 percent in 1991.

Figure 2-14. Percentage of the population who have completed 4 years or more of college: selected years, 1965-91

Percentage of population aged 25 to 29 years



Percentage of population 25 years and over who have completed 4 years or more of college

Year	All	White	African-American	Hispanic
1965	9.4	9.9	4.7	NA
1970	11.0	11.6	4.5	NA
1975	13.9	14.5	6.4	6.3
1980	17.0	17.8	7.9	7.9
1985	19.4	20.0	11.1	8.5
1990	21.3	22.0	11.3	9.2
1991	21.4	22.2	11.5	9.7

NA - Not available.
NOTE: Beginning with 1988, a new edit and tabulation package has been introduced. Persons of Hispanic origin may be of any race.
SOURCE: U.S. Bureau of Census, *Current Population Reports*, "Education Attainment in the United States: March 1991 and 1990," Series P-20, No. 462, table 18.

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Interestingly, by 1989 rates of college completion for the total population, and for minorities, was highest in the group aged 35-44 (29 percent for whites, 17 percent for blacks, and 11 percent for Hispanics; Census Bureau data not shown). This reflects the fact that many people are completing college at later years, as well as the relatively higher enrollment rates of the mid-1970s compared with the 1980s for some groups.

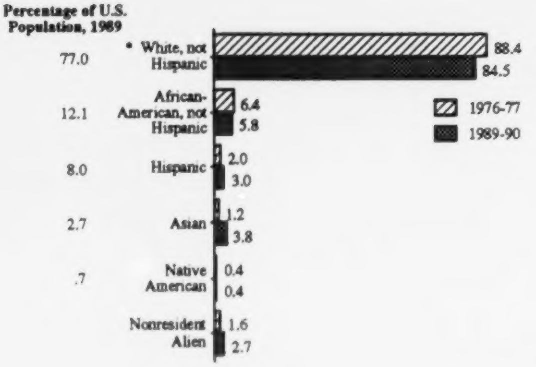
Distribution of Bachelor's Degrees Awarded

Another way of looking at educational attainment is number and distribution of degrees awarded. The number of bachelor's degrees awarded in the United States was 839,730 in 1970, 935,140 in 1980, and 1,407,000 in 1990. Of the 1989-90 degrees, 84.5 percent were awarded to whites (and other nonclassified races), 5.8 percent to African-Americans, 3.0 percent to Hispanics, 3.8 percent to Asians, .4 percent to Native Americans, and 2.7 percent to nonresident aliens (Figure 2-15). The comparison with 1976-77 indicates that the percentage of degrees awarded to whites has declined by about 4 percentage points, while the percentage awarded to Asians, Hispanics, and nonresident aliens has increased. The percentage awarded to blacks, while slightly lower in 1990 than in 1977, remains within 1 percentage point of the 1977 figure.

First Generation College

Two-thirds of students served by SSS must be first generation college and low-income students or physically handicapped. The other third must be low income or first generation or physically handicapped. For this reason, statistics on first generation college are of interest. In 1990, about 48 percent of all bachelor's degree recipients were first generation college (neither mother nor father has a baccalaureate degree). Among minorities, 63 percent of African-American, 61 percent of Hispanic, 57 percent of Native American, and 40 percent of Asian graduates were first generation college (Figure 2-16). The percentage of total undergraduate students who are first generation is higher, 64 percent according to NPSAS 1989-90 data. Among college freshmen it has been estimated that about 40 percent have fathers who completed college and about 32 percent have mothers who have completed college (CIRP data).

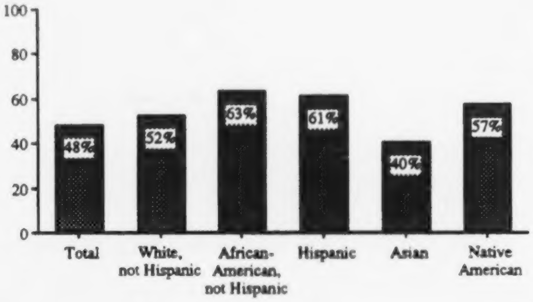
Figure 2-15. Percentage distribution of bachelor's degrees awarded by race/ethnicity: 1976-77 and 1989-90



*The category "white, not Hispanic" includes those in "other" racial/ethnic categories in addition to whites.

SOURCE: U.S. Department of Education, National Center for Education Statistics, Integrated Postsecondary Education Data System (IPEDS), "Completions" survey.

Figure 2-16. Percentage of 1990 bachelor's degree recipients who are first generation college, by race/ethnicity



NOTE: First generation is defined as neither parent having a bachelor's degree.

SOURCE: National Center for Education Statistics, 1991 Recent College Graduates Survey, unpublished tabulations.

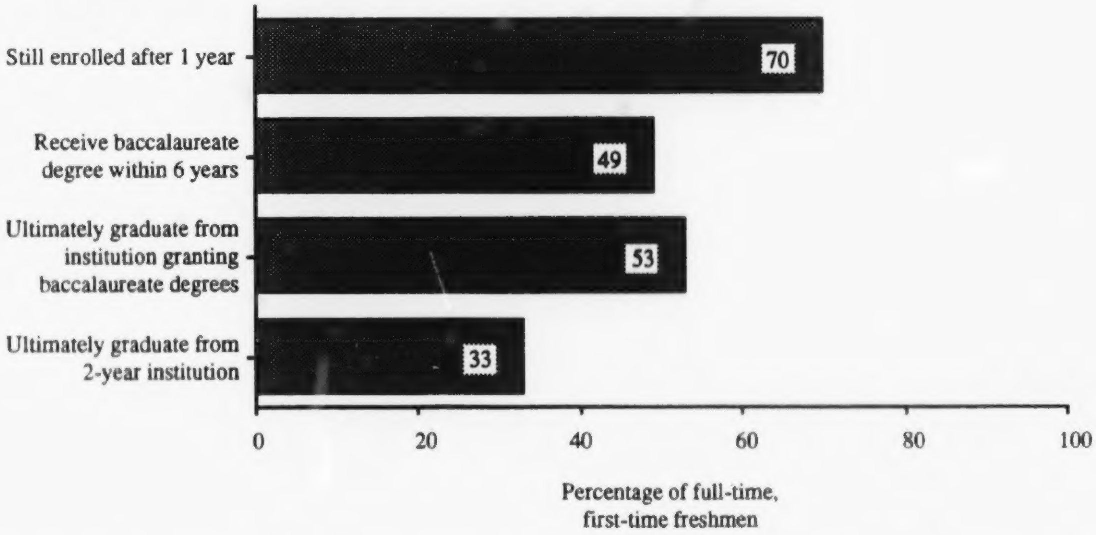
College Retention Rates

The specific purpose of SSS is college retention and graduation. College graduation rates range from over 90 percent in a few highly selective schools to less than 20 percent in some 2-year institutions. A survey conducted in 1990 found that retention rates to the second year were about 70 percent nationwide (rate calculated on basis of percentage of full-time, first-time freshmen). About 49 percent of those enrolled received a baccalaureate degree within 6 years and about 53 percent ultimately graduated from the institution (Figure 2-17). Among students at 2-year schools, about one-third ultimately graduated from the 2-year institution. These figures do not include students that dropped out of institutions and continued elsewhere, so they underestimate the percentage of students beginning college who eventually complete it.

Retention Rates for Underrepresented Groups. It is difficult to obtain national information on retention rates for underrepresented groups; however, in 1989, African-Americans were about 9.4 percent of undergraduate enrollment but obtained only about 5.6 percent of 4-year degrees. Hispanics were about 5.7 percent of undergraduate enrollees and obtained 3.0 percent of degrees. Asians were 3.9 percent of enrollment and obtained 3.6 percent of degrees. Native Americans were .8 percent of enrollment and obtained .4 percent of bachelor's degrees.

Some studies have been done in specific fields. For example, the Engineering Manpower Commission found that the 1983-84 to 1987-88 graduation rate was 63.9 percent for all engineering students and 36.9 percent for underrepresented groups (blacks, Hispanics, and American Indians; Friedman and Kay, 1990).

Figure 2-17. Retention rates at higher education institutions: United States



SOURCE: Higher Education Surveys, *Survey on Retention at Higher Education Institutions* (HES 14), Figure 1, U.S. Department of Education, 1991 (survey conducted in 1990).

Retention and Institutional Characteristics. Studies show that retention rates among institutions are most highly correlated with the entering characteristics of students and institution selectivity. Tables 2-7 and 2-8 indicate the variation in rates by institutional characteristics.

As can be seen from Table 2-8, retention rates are significantly different depending on admissions policy and academic ability measures of incoming students. Among open admissions schools the percentage retained to the second year was 56 percent, compared with 78 percent among those with no open admissions. For those schools with mean SAT verbal scores above the median, the percentage of students ultimately graduating was 62 percent compared with 42 percent for those with mean SAT scores below the median (Table 2-8).

Table 2-7. Retention and transfer rates at higher education institutions, by institutional characteristic: United States

Institutional characteristic	Freshmen in fall 1988 who were enrolled in fall 1989	Freshmen in fall 1984 who completed bachelor's degree by 1989-90	Freshmen who ultimately graduate from institution[1]		First entered institution through transfer
			Comparable to preceding column[2]	All institutions	
	(percent of full-time, first-time freshmen)				(percent)
Total[3]	70%	49%	53%	48%	16%
Type					
Doctoral	81	57	59	59	16
Comprehensive	74	42	47	48	19
Baccalaureate	75	51	53	52	12
Two-year	58	--	--	33	16
Control					
Public	68	45	50	44	18
Private	76	56	61	60	12
Enrollment size					
Less than 1,000	63	35	46	44	15
1,000 - 4,999	66	51	55	45	17
5,000 or more	74	50	53	50	16
Region					
Northeast	76	56	61	54	11
Central	69	52	55	52	15
Southeast	68	42	48	43	18
West	66	44	51	44	21

-- Too few cases for a reliable estimate.

[1] This measure was typically based on estimates, rather than precise statistics. It is retained because it received a higher response rate than the 6-year baccalaureate completion rate. Respondents include schools granting 2-year degrees as well as those granting baccalaureate degrees.

[2] Calculated only for schools for which a 6-year baccalaureate completion rate was available. Does not include schools granting only 2-year degrees.

[3] Includes specialized institutions. Specialized institutions are not listed separately because there are too few cases for a reliable estimate.

SOURCE: Higher Education Surveys, *Survey on Retention at Higher Education Institutions* (HES 14), Table A, U.S. Department of Education, 1991 (survey conducted in 1990).

Table 2-8. Retention at higher education institutions, by institution selectivity and by admissions: United States

Selectivity/admissions characteristic	Freshmen in fall 1988 who were enrolled in fall 1989	Freshmen in fall 1984 who completed bachelor's degree by 1989-90	Freshmen who ultimately graduate from institution
Selectivity	(percent of full-time, first-time freshmen)		
Mean SAT score (verbal) of entering freshmen			
Below median	70%	37%	42%
Above median	84	62	64
Mean SAT score (math) of entering freshmen			
Below median	70	34	40
Above median	82	60	62
Mean composite ACT score of entering freshmen			
Below median	62	32	37
Above median	76	51	55
Percentage of entering freshmen in top 25% of high school class			
Below median	65	32	38
Above median	79	55	58
Mean high school grade point average			
Below median	66	35	37
Above median	79	51	55
Admissions process			
Total	70	49	48
Type of admissions			
Open admissions for all students	56	--	32
Open admissions for some students	73	40	48
No open admissions	78	53	57
Procedures at institutions without open admissions for all students			
Sometimes waive admissions standards			
Yes	78	50	54
No	75	50	55
Set standards to assure academic success			
Yes	77	51	55
No	--	--	--
Consider nonacademic factors			
Yes	79	56	59
No	75	45	51
Accept marginal students			
Yes	76	48	53
No	79	57	59
Try to increase retention through admissions			
Yes	78	52	55
No	72	44	49

-- Too few cases for a reliable estimate.

SOURCE: Higher Education Surveys, *Survey on Retention at Higher Education Institutions* (HES 14), Tables A-6 and A-7, U.S. Department of Education, 1991 (survey conducted in 1990).

Higher Education Changes

Over the period since the mid-1960s, when TRIO began, and 1970, when SSS began, there have been two significant changes in the composition of higher education in the United States that are important in consideration of the role of the federal SSS program.

- The development of the local community based 2-year college movement with its dedication to both open access and lifelong learning; and
- The growth in developmental programs and student services on college campuses with corresponding professional staff.

Growth in Two-Year Enrollments. In 1965, 27.8 percent of first-time freshmen were in 2-year schools. By 1989, 50 percent were in 2-year schools.[9] In numbers, most of this growth has been in the public 2-year schools that enroll 88 percent of freshmen in 2-year schools. However, private 2-year school enrollments have also increased over the period. Public 2-year freshman enrollment increased by 199 percent between 1965 and 1989, and private 2-year enrollment by 166 percent. Overall freshman enrollment increased by 63 percent, and 4-year public freshman enrollment increased by only 19 percent. Private 4-year freshman enrollment increased by only 3 percent.

Two-year institutions are the major means of access to higher education for most poor and minority students, but the overall student completion rates at these institutions are low. Following the progress of students who graduated from high school in 1980 and entered community colleges, we find that by 1986, 42 percent had left school without completing a degree or certificate program designed to be completed in 2 years or less (Goodwin, 1989). Only 19 percent had completed a 1- or 2-year program and the rest were still enrolled. For African-American students, over half (51.1 percent) had left without completing a program. Students with lower high school achievement also had higher than average rates of leaving without a degree or certification (53.3 percent for low achievers compared with 29.1 percent for high achievers).

Growth in Developmental Education on College Campuses. The period since the 1960s has seen a growth of the field of developmental or remedial education on both 2- and 4-year campuses with accompanying counseling and learning center services and in the professions and academic disciplines to support this movement. While this was not an entirely new phenomenon (in 1894, over 40 percent of entering students in American colleges were preparatory students), from 1920 until the late 1960s college preparation and remediation were tasks generally assigned to 2-year colleges. By 1970, a number of factors, such as a change in enrollment patterns of entering freshmen, a decline in high school achievement levels, and a transition to open admissions on the part of many colleges, resulted in a new focus on remediation. These changes occurred at the same time the technological demands of the work place were increasing. "These phenomena collided and remedial courses, support activities and services quietly appeared on campuses."[10]

In 1970, when the federal Student Support Services program began, few 4-year colleges offered developmental or remedial programs. By 1985, almost all (82 percent) college campuses reported to a national Department of Education Fast Response Survey System (FRSS) study that they had at least one remedial/developmental course, and that an estimated 25 percent of students took developmental math and 21 percent took developmental writing.

In the same FRSS survey, college respondents estimated that about 29 percent of freshman students needed remedial reading, 32 percent needed remedial writing, and 37 percent needed remedial math. In open admission schools, estimates ranged from 32 percent needing reading to 42 percent needing remedial math.

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[9] U.S. Department of Education Fall Enrollment Surveys, *Digest of Education Statistics*, 1991, table 169.

[10] California Postsecondary Education Commission, *Promises to Keep. Remedial Education in California Colleges and Universities*, Sacramento, California, 1983.

System-wide state equal educational opportunity programs providing funding for student support activities have also grown. By 1987 highly developed programs were present in at least 10 states according to a joint report of the State Higher Education Officers and the Education Commission of the States.

SSS Role. The federal SSS programs can be viewed as both a part of this movement and as a catalyst to this movement. SSS is a concrete manifestation that there is a national will to have higher education serve disadvantaged and underrepresented youth. At the same time the role of the SSS projects in direct delivery of service amid the growth of a professional group of developmental educators is impacted.

Implications for the SSS Study

What do these context trends tell us for the SSS Study?

- Economic distress levels as measured by poverty and income inequality for the population as a whole, and for underrepresented groups, have not improved since about 1969.
- Some gains have been made in relative income for married couple African-American families, but not for such Hispanic families.
- An estimated 30 percent of 17-year-olds meet the SSS income eligibility level and about 54 percent of Hispanic and African-American youth meet this requirement. In 1991, an estimated 1 million 17-year-olds were in families with incomes of less than 150 percent of poverty.
- Significant gains have been made in high school graduation and college completion rates by underrepresented groups; however, most of these gains were made in the 1970s and rates reached a plateau in the 1980s. Only recently have rates begun to show some increase again.
- The economic disadvantages of not completing high school and college have increased.
- Education remains a primary means of lessening economic inequality for underrepresented groups.
- Four-year college graduation rates within the country remain at about 50 percent and are significantly lower for groups traditionally underrepresented in higher education.
- Two-year colleges are now the first entrance to college for half of students.
- About 49 percent of 1990 college graduates were first generation (neither mother or father had completed a baccalaureate degree). Among the total undergraduates (2-year and 4-year), about 64 percent are first generation).
- The last 20 years have seen the institutionalization of developmental programs with corresponding professional staff on college campuses.

3. STUDIES OF STUDENT RETENTION AND EVALUATIONS OF SUPPLEMENTAL SERVICES

There is a large body of studies on student retention that has relevance for the SSS evaluation. The review presented below is not intended to be exhaustive, but rather to summarize and draw attention to those issues and findings of most relevance to the study. In this section we present a summary of selected findings from three types of related research:

- Student-based predictors of academic success and students' reasons for leaving college;
- Institutional characteristics related to retention and strategies to increase retention; and
- Specific studies of SSS programs and studies of nonfederal but SSS-like projects.

Highlights

- Studies of student persistence show the importance of academic factors, as well as noncognitive and student integration factors, in predicting retention.
- Researchers have found that a positive self-concept, realistic self-appraisal, ability to deal with racism, preference for long-term goals over more immediate short-term needs, availability of strong support person, successful leadership experience, and demonstrated community service are among the noncognitive factors related to academic success.
- Among the college experiences related to persistence, researchers have identified the importance of the fit between the student and the institution, the experiences of the freshman year, living on campus, attending full time, effective advising, participating in campus activities, and having the friendship of at least one faculty or staff member.
- The reasons most frequently reported by students for leaving college, in order of importance, are academic reasons, financial concerns, motivational issues, personal concerns, military service, and taking a full-time job.
- Institutional policies promoting social and academic integration and increasing time spent on course work are viewed as having the most potential for increased retention of disadvantaged students.
- In previous studies, differences in persistence and GPA outcomes between students receiving and not receiving SSS and SSS-like services, when they have been found, have been small and to some extent inconsistent.

Student-Based Predictors of Academic Success and Reasons for Leaving College

Studies of both academic persistance and the reasons students leave college are influenced by the type of information available to researchers (i.e., information in college data bases and, less frequently, that collected in exit surveys), as well as theoretical considerations and the desire to develop effective retention practices. The issue is not simply what factors are related to persistence, but also which of these factors an institution may be able to control.

Factors Students Bring to College

Factors reflective of past academic success and preparation such as high school grade point average (GPA), class rank, SAT scores, and completion of a college preparatory curriculum have consistently been found to be related to college success; nonetheless, researchers disagree over the relative importance of these factors and their applicability for poor and minority populations in predicting persistence (Cross and Astin, 1981).

Specifically, researchers have found that past academic success is less useful in predicting minority student outcomes. They note that noncognitive dimensions are as important or more important to college success than are the traditional academic dimensions (Astin, 1975; Tinto, 1975; Sedlacek and Brooks, 1976).

Sedlacek and Brooks identified seven noncognitive variables that are related to academic success: (a) positive self-concept; (b) realistic self-appraisal; (c) understanding of and ability to deal with racism; (d) preference for long-term goals over more immediate, short-term needs; (e) availability of a strong support person; (f) successful leadership experience; and (g) demonstrated community service. Tracy and Sedlacek (1985) developed the Non-Cognitive Questionnaire (NCQ) to assess these dimensions. They have found that the NCQ was content valid and more predictive of first- and third-semester GPAs for both whites and blacks than were SAT scores. The NCQ was highly predictive of black students' persistence after three semesters.

Student Integration and Institutional Fit

Other studies, particularly those focused on the on-campus behavior of students, have stressed that student persistence is a process affected by the student's academic and social integration into the institution (Bean, 1980; Spady, 1971; Tinto, 1975). These models consider student characteristics, institutional environment, and the degree of compatibility between the two.

The college environment comprises university mission, administration, staff/faculty, facilities, student support services, and quality of the student-instructor and student-student interaction (Ponce, 1988). The greater the compatibility between the students and the institutions; the higher the probability the student will continue. Compatibility is explained by two key concepts: academic integration and social integration. Exhibit 3-1 is a copy of Tinto's model of student departure. These models and other related studies stress relationships between college persistence and commitment to the institution, first semester GPA, use of campus facilities, informal contacts with teachers, feelings of alienation, environmental congruence, developing coping strategies, external commitments, career goals, and aspirations (Tinto, 1987; Edmunds and McCurdy, 1988).[11] These models have received support from studies by Terenzini and Pascarella, 1977, and Terenzini, Lorang, and Pascarella, 1981.

Some specific on-campus activities have been found to be associated with college persistence toward graduation (Astin, 1975; Beal and Noel, 1980; Lenning, Beal, and Sauer, 1980; Webb, 1987). They include the following:

- Receiving effective academic and career advising;
- Living on campus;
- Working on campus;
- Participating in campus activities;
- Having the friendship of at least one faculty or staff member;
- Making the proper institutional fit;
- Attending full time;
- Interacting frequently with students, faculty and staff;
- Making progress toward a goal.

Importance of time. Researchers have also stressed the importance of having enough time and the motivation to spend time on studies and campus life. Astin (1985) notes "the extent to which students are able to develop their talents in college is a direct function of the amount of time

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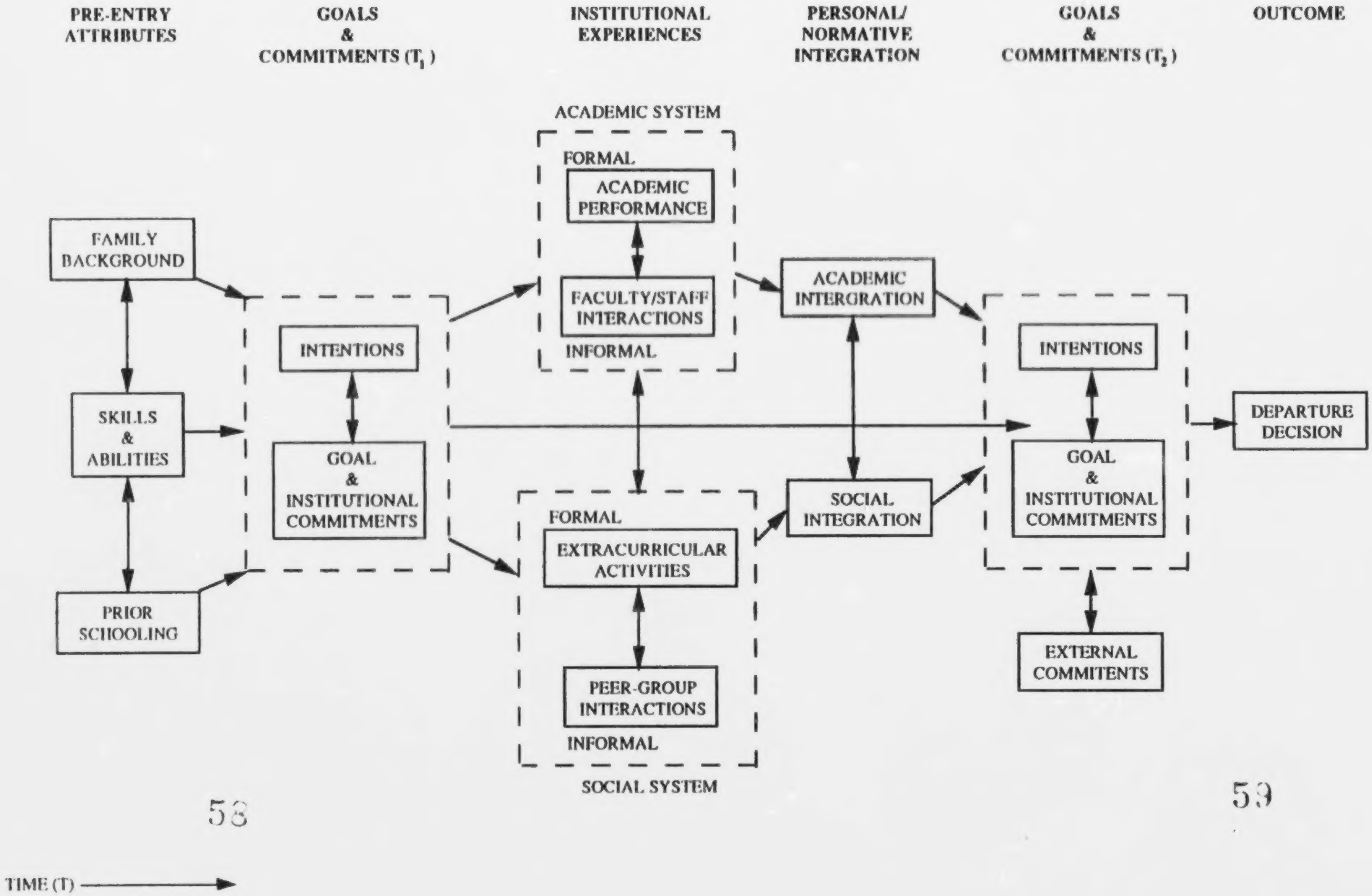
[11] Not all students leave permanently. Students who leave school may return later (to the same institution or another) and complete a degree or certificate.

Exhibit 3-1.

A model of institutional departures (Tinto)


PRE-ENTRY ATTRIBUTES
GOALS & COMMITMENTS (T_1)
INSTITUTIONAL EXPERIENCES
PERSONAL/ NORMATIVE INTEGRATION
GOALS & COMMITMENTS (T_2)
OUTCOME
FAMILY BACKGROUND
SKILLS & ABILITIES
PRIOR SCHOOLING
INTENTIONS
GOAL & INSTITUTIONAL COMMITMENTS
ACADEMIC SYSTEM
FORMAL
ACADEMIC PERFORMANCE
FACULTY/STAFF INTERACTIONS
INFORMAL
FORMAL
EXTRACURRICULAR ACTIVITIES
PEER-GROUP INTERACTIONS
INFORMAL
SOCIAL SYSTEM
ACADEMIC INTERGRATION
SOCIAL INTEGRATION
INTENTIONS
GOAL & INSTITUTIONAL COMMITMENTS
EXTERNAL COMMITENTS
DEPARTURE DECISION
TIME (T)

they devote to activities designed to produce these gains."

Importance of Freshman Year. A number of researchers have noted the importance of the freshman year, regardless of the age of the student. Following from this observation is the recommendation that institutions reallocate faculty and other institutional resources toward increased service to first and second year undergraduate students.

Supportive Environment. Other researchers have stressed that the most important aspect of an effective retention program is a supportive and encouraging environment created by and for the students to counteract obstacles such as ethnic isolation and alienation (Landis, 1985).

Describing the Leaving Process

A focus on why students leave gives additional insight into college retention. Pantages and Creedon (1978) examined 100 studies and found the following reasons for student withdrawal (in order of frequency): academic matters; financial difficulties; motivational problems; personal considerations; dissatisfaction with college; military service; and taking a full-time job.

Special Concerns of Minority Students. While all students face adjustment to college, research on the concerns of minority students encountered at predominately white campuses indicated that some problems are uniquely and/or specifically encountered by them. These concerns have been summarized by Ponce (1988). The most frequently reported concerns, noted by Valdez, Baron, and Ponce, 1987; Flemming, 1984; Duran, 1983; Young, 1983; Baron, Vasquez, and Valdez, 1981; Nieves, 1977; Sedlacek and Brooks, 1976, include the following:

- Adjustment to college;
- Academic performance;
- Financial resources;
- Feelings of loneliness and isolation;
- Racial/ethnic identity development;
- Feelings of alienation or not belonging;
- Issues of entitlements (which pertain to a feeling of not deserving to be in college); and
- Lack of connection to the college environment.

Interviews with American Indian students who dropped out of postsecondary institutions (McDonald, 1978) revealed these reasons:

- Poor quality of previous education;
- Inadequate personal finances;
- Institutional racism;
- Individual incidents of racial discrimination;
- Lack of role models; and
- Cultural differences between students and their colleges.

For some students, only a few conditions pertain, but for other disadvantaged students these barriers are perceived as building upon one other, effectively creating a cumulative brick wall blocking school completion.

The most commonly cited reasons for leaving and for having problems in school are described in the following paragraphs.

Financial Barriers. The most obvious barrier to attendance is lack of funds to pay tuition and support while in school. Even attending an institution with low tuition requires forgoing income, a trade off that many students from poor families can not afford to make. Disadvantaged students may compromise between school and work by becoming part-time students and working while in school, but this approach is tiring, makes it hard to find time to study, and lessens the bonds to an institution. It also means taking more years to complete a degree-- more years in which to become discouraged.

Limited Financial Assistance. Federal student aid programs were created to offset some of the financial barriers to higher education, but the real monetary value of aid (in relation to college costs) has declined over the past decade. Furthermore, the policy shift from grants to loans in the mid-1970s may have discouraged students from poor families who did not want to take on sizeable debt. Some observers have argued that this policy led to the leveling of minority enrollment that occurred in the 1980s. In addition, recent policies that penalize institutions with high default rates has hit hardest at those institutions with large minority enrollments and may discourage those and other institutions from recruiting minorities.

Poorer Academic Preparation. Given the links between family income and high school achievement, students from poor families who manage to enter college are likely to find themselves at an academic as well as an economic disadvantage. Poorer academic preparation may have independent effects, however. Students may become discouraged by their performance or grades. If they are referred to remedial or developmental courses, they may feel out of the mainstream; and if the courses are not credit bearing, it will further slow their progress toward a degree.

Less Support from Home and Family. First generation college goers do not have the family connections to college that often smooth the way for other students. Because aspirations are formed throughout youth, students whose parents did not attend or complete college may limit their own horizons because of their parents' lack of knowledge. Even though students often express high educational expectations in surveys, they may not really expect to attend postsecondary educational institutions. Even if they attend, they may not truly expect to graduate. In their home communities they may have had fewer opportunities to know college graduates and to see the benefits of completion.

Psychological Adjustment to Campus Life. Minority students, particularly black students, often face a tough choice deciding whether or not to attend a predominantly black college. Colleges with a predominately black student body may have fewer resources and curricular choices than other schools; on the other hand, students may feel more comfortable at such institutions. In contrast, black students who opt for institutions with few minority students may have greater difficulty in adjusting to the campus environment.

Rites of Passage. Other approaches view the college years as including different stages with different pressures and expectations (Tinto, 1987). This theory is triggered by findings that college leaving is highest in the freshman year--and within that year, in the first few weeks or months. This evidence suggests that the pressures during the first year are different and possibly unique from those students face at later points.

To explain the difference between freshman year and the rest of college, Tinto argues that the end of high school and first year of college represent a rite of passage, a period in which the individual must separate himself or herself from a familiar situation or setting to enter a new and largely unknown environment. This is a risky period at best, and the risks are presumably greatest for those to whom the changes are the most profound or most unexpected.

According to the theory, the students most likely to leave college in the first year are those who experience the greatest incongruence or isolation. Incongruence is the feeling or experience of not fitting within the academic or social atmosphere of the institution or of not seeing oneself as fitting into college as a whole. Isolation means not making sufficient contact with an institution to be integrated into the system. Although some students will stick it out no matter how great the pressures of transition, students for whom college is vastly different from their previous experience or expectations will feel greater amounts of incongruence. Those who try to offset some of the pressure of transition to college by living at home and commuting to college may avoid the pain of separation, but may also be more likely to feel isolated from school life.

Viewed from the perspective of the theory, the barriers to completion cited earlier take on a different role. Rather than working directly on the student (e.g., shortage of funds or inadequate aid leads to working, part-time enrollment, less time to study, and hence poor grades), the barriers are conditions that may increase the pressures of transition and foster the incongruence or isolation students experience. They may help explain why, given two students faced with a similar degree of isolation from campus, one remains in school and one leaves.

Research on Institutional Characteristics that Promote Retention

There has been much discussion about institutional characteristics that promote retention of disadvantaged students; however, it is very difficult to specifically link these conditions to increased relative retention rates. We mention below a few such attempts.

Clewell and Ficklen (1986) attempted to pick institutions for a study of exemplary programs by use of both a linear regression model designed to choose schools with higher than expected minority student retention and expert recommendation. They ended by relying more on the expert recommendations. Four schools were studied in depth, and the study identified a number of common characteristics of the institutions:

- The presence of an explicit policy on minority enrollments;
- A high level of institutional commitment;
- A substantial degree of institutionalization of the programs;
- Comprehensiveness of services;
- Dedicated staff;
- Systematic collection of data;
- Monitoring and followup;
- Strong faculty support; and
- Nonstigmatization of participants.

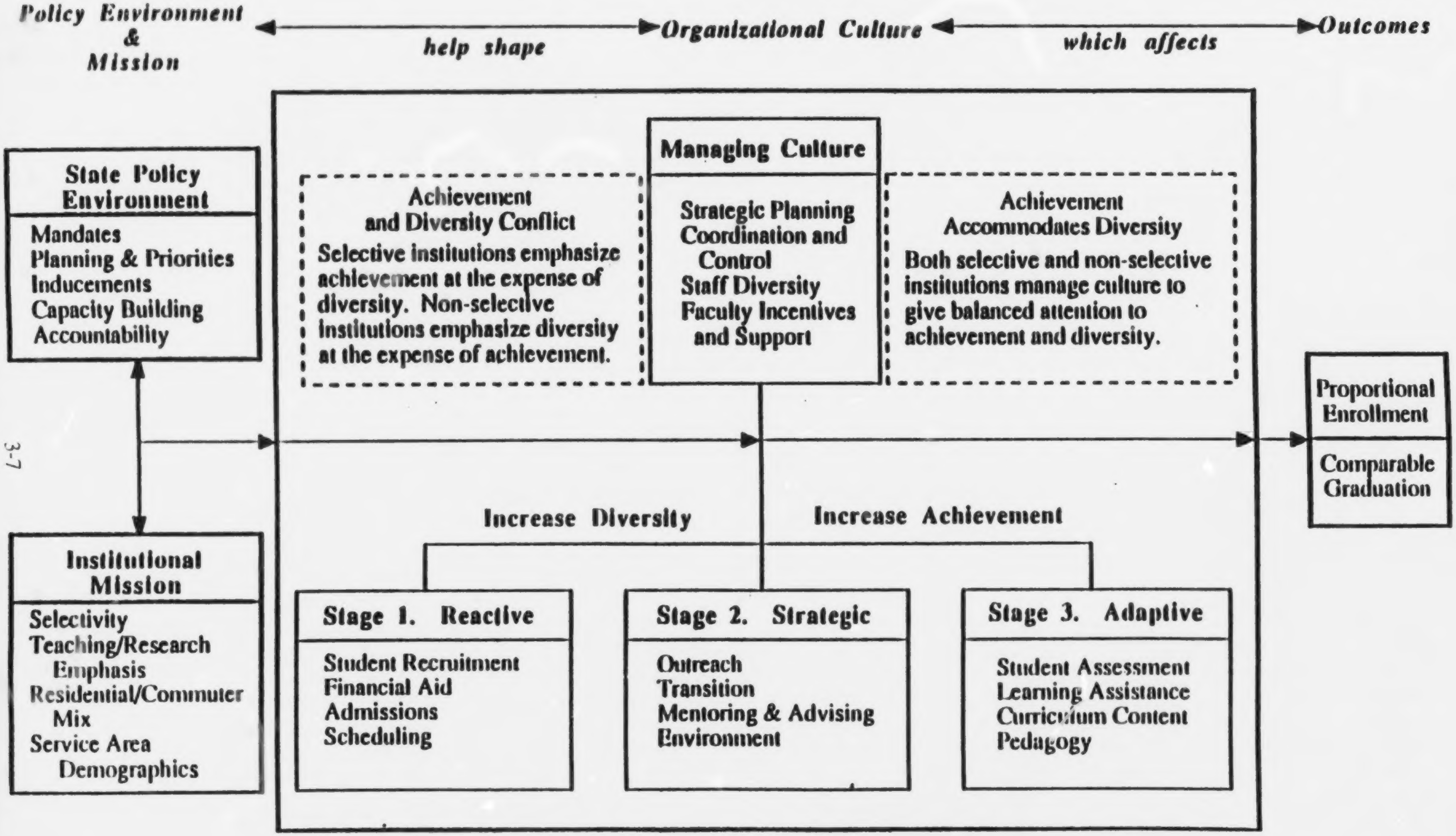
Richardson (1989) has identified exemplary institutions based on the difference in white and minority graduation rates and the changes institutions have undergone in enrollment and graduation. Richardson, Simmons, and de los Santo (1987) conducted a study of 10 predominantly white institutions that have achieved success in graduating minority students. Based on his research, Richardson has developed a model of Adaptation to Student Diversity (Exhibit 3-2). This model notes the potential or perceived conflict between institutional achievement goals and diversity goals, and suggests that institutional cultures be managed to give balanced attention to both goals. The study puts forth 10 principles for institutions. These principles can help guide our inquiry about the impact of the SSS program on broader institutional policy and actions and the interaction of institutional climate with the SSS program effects.

The 10 principles are as follows:

- Announce your priorities (the goals of eliminating racial and ethnic disparities);
- Back your priorities (spend money to recruit, retain and graduate minority students);
- Employ minority leaders (to send a clear message about the value of cultural diversity);
- Reach out to community schools, agencies, and businesses (a community-wide effort can raise minority students' aspirations and academic preparation);
- Track your progress;
- Provide comprehensive support services;
- Emphasize quality (with plenty of diversity);

Exhibit 3-2.

A Model of Institutional Adaptation to Student Diversity*



Policy Environment & Mission ← *help shape* → *Organizational Culture* ← *which affects* → *Outcomes*

State Policy Environment

Mandates
Planning & Priorities
Inducements
Capacity Building
Accountability

Institutional Mission

Selectivity
Teaching/Research Emphasis
Residential/Commuter Mix
Service Area Demographics

Managing Culture

Strategic Planning
Coordination and Control
Staff Diversity
Faculty Incentives and Support

Achievement and Diversity Conflict

Selective institutions emphasize achievement at the expense of diversity. Non-selective institutions emphasize diversity at the expense of achievement.

Achievement Accommodates Diversity

Both selective and non-selective institutions manage culture to give balanced attention to achievement and diversity.

Increase Diversity **Increase Achievement**

Stage 1. Reactive

Student Recruitment
Financial Aid
Admissions
Scheduling

Stage 2. Strategic

Outreach
Transition
Mentoring & Advising
Environment

Stage 3. Adaptive

Student Assessment
Learning Assistance
Curriculum Content
Pedagogy

Proportional Enrollment

Comparable Graduation

* Student diversity has three major dimensions: (1) preparation, (2) opportunity orientation and (3) mode of college-going. African Americans, Hispanics and American Indians share these dimensions with other groups, but are distributed differently as a function of historic discrimination and socio-economic status.

- Bridge the educational gaps (with such bridge programs as extended classes covering required materials, tutoring, learning laboratories, collaborative study groups, and intrusive advising);
- Reward good teaching and diversify faculty (cultivating minority professors by mentoring graduate students or junior faculty members); and
- Construct a nonthreatening social environment (with no incidents of racism).

Another approach to institutional analysis is that advanced by Valverde (1986). He provides a three-tier typology of retention intervention strategies for low-income students. Type I intervention, or need-specific intervention, is characteristic of those strategies that focus on one or more student needs, such as recruitment, admission, and orientation. Type II interventions are comprehensive strategies grounded in research on high-risk students that simultaneously consider, in a well coordinated manner, multiple factors such as academic adjustment, financial aid, cultural fit, and alienation. Type III interventions, or systemic solutions, are campus-wide institutional interventions. Also, in type III interventions commitment by high ranking officials is demonstrated by a clearly articulated mission statement of minority student recruitment and retention goals.

Recommended Activities To Foster Academic and Social Integration and Goal Attainment for Students

On the basis of the literature on factors associated with both student persistence and their reasons for leaving, a number of specific services are recommended to promote retention. Lists of these factors complete this section.

Services to Promote Social Integration

- Orientation programs used to prepare minority and nonminority students for a culturally diverse campus;
- Bridge programs occurring in the summer that provide opportunity for students to gain a head start on academic classes and integration into the campus;
- Parent programs, including campus visits that may be especially important for first generation college students;
- Mentor programs to provide role models and support;
- Peer counseling programs; and
- Multicultural centers and multicultural student affairs programs.

Academic Integration

- Academic advising
    - Performed by valued, trained, professional staff;
    - Goal directed;
    - Use of pre-enrollment assessments;
    - Use of early warnings;
    - Intrusive advising for students on probation;
- Goal-oriented career advising;
- Direct classroom support
    - Integrating student support services with department instruction;
    - Working with faculty to implement some in-class academic services;

    - Using active rather than passive teaching techniques in the classroom; and
    - Identifying high-risk courses rather than high-risk students;

- Ancillary instructional support programs;
- Study skills training;
- Writing and language laboratories;
- Short courses in various student development/survival areas;
- Computer assisted individualized instruction;
- One-on-one and group tutorials;
- Skill enhancement workshops; and
- Supplemental instruction (SI)--a modified discussion group that is designed to assist students in mastering the concepts of an academic course and, at the same time, to increase student competency in the study skills relevant to the course as it progresses.

Recommendations Specific to Two-year Schools

In addition to the above noted recommendations, a number of recommendations are specific to 2-year schools:

- Appropriate articulation agreements with 4-year institutions;
- Strengthening relationships with funding agencies and national organizations that have demonstrated a commitment to student access;
- Stressing the importance of vertical partnerships and cooperative relationships with the community;
- Strong transfer counseling; and
- Tracking of transfer rates.

Research on the Characteristics and Effectiveness of Specific Programs Designed to Help Disadvantaged Students (Federal Student Support Services Programs and Nonfederal Programs)

Related evaluation studies can be grouped into two categories: those dealing specifically with SSS programs, and those looking at the related student services and retention programs. We first consider SSS studies and then look at some related studies.

Previous SSS Evaluations and Studies

There have been periodic studies of the SSS projects throughout the 1970s and 1980s, the most comprehensive of which was completed in 1983 by Systems Development Corporation (SDC).[12] These studies have varied in purpose and methodology, with most being small studies of only a few programs. They are summarized here in chronological order.

In 1972, 2 years after the start of the SSS program, the Educational Testing Service study found that Special Services projects had little positive impact on participating students (Davis et al., 1975). Specifically, there was no evidence that participation in support services activities systematically improved performance and satisfaction with college over that which might have been expected from past performance (high school grades). Race/ethnicity was more important than poverty or physical handicap in predicting outcomes. With regard to impact on the institution, the study did find, however, that campus respondents in institutions with SSS programs had more positive attitudes toward disadvantaged students.

Two studies were completed in 1982. The first, by the Government Accounting Office (GAO), reviewed institutional records for participants in

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[12] All earlier research cited here is research on the program called Special Services for Disadvantaged Students, the name of the SSS program before technical regulations issued in July 1987.

11 projects and found that about 50 percent of the participants were not at the same institutions 3 years later. Students who did persist tended to fall behind the normal rate of progress (GAO assumed that normal was one grade a year, which is actually higher than the average rate of progress). A 1982 evaluability assessment of the program visited nine projects and provided a very general picture of project practices (Jung, Shubert, and Putman, 1982). The report focused heavily on problems in the relationship between local project directors and the federal office administering the program. It concluded that federal officials and local officials had no major disagreements on goals, and that project records and other data were adequate to conduct a wide-ranging assessment of projects.

In 1985, however, the Office of the Inspector General of the U.S. Department of Education conducted an audit of five institutions and concluded that four had problems in documenting student eligibility and project participation (Office of the Inspector General, 1985). The General Accounting Office conducted a study of the implementation of the program between 1977 and 1980 in 11 sites and also found poor records, as well as inadequate performance reports. In addition, the GAO study reported little congruence between local and federal project objectives (U.S. GAO, 1982).

The 1983 SDC Study. The most comprehensive study to date was the national evaluation of Special Services programs conducted in 1981-83 by Systems Development Corporation. This study involved an assessment of student over a 1-year and 2-year period. The study involved 58 programs and a sample of 6,000 students. The design involved comparison of participating students with eligible nonparticipating students. Key findings on short-term impact (after 1 year) included the following:

- Students who received a full range of services were more likely to complete their freshman year than students receiving few or no services.
- Students receiving more services were likely to attempt and complete more course credits.
- Students receiving a full range of services were more likely to receive lower grade point averages than students receiving fewer services.
- Minority and low-income students received lower grades and took fewer course credits than other students, but had comparable retention rates.
- Students with greater financial aid were more likely to stay in school during their freshman year, attempt and complete more credits, and obtain higher grades.

The study also found that students in the projects were more likely to be poor and minority than other students attending the same institutions, and more likely to be poor than students considered eligible but not receiving SSS services. Exhibit 3-3 summarizes major findings of the baseline report after year one.

The findings after the second year were somewhat different than those from the first year. In particular, they suggested the importance of nonacademic services, but questioned the role of academic help.

- Moderate levels of academically oriented special services provided in a student's freshman year were associated with more extended enrollment, and with greater numbers of course units attempted and completed.
- More intensive academically oriented special services in a student's freshman year were not associated with improved outcomes.
- Nonacademic special services received either during the freshman year or later were associated with more extended enrollment, greater numbers of course units attempted and completed, and higher grades achieved.

Exhibit 3-3. First Year Key Findings of the 1983 SSS Evaluation

The key findings of the first year study were that:

- SSDS (SSS) services were being focused, as intended, on economically and educationally deprived students.

- There was some evidence of beneficial program impact on participating students.

- Students receiving a full range of SSDS services were more likely to persist through their freshman year than were students receiving few or no services.

- Students receiving more services were likely to attempt and to complete more course units.

- Students receiving a full range of SSDS services had lower grade point averages than students receiving fewer services, but this appeared to be a selection effect rather than a negative effect of the services, i.e., projects tended to concentrate services on students with poorer entry skills.

- Minority and low-income participants received lower grade point averages than others and took fewer course units, but their persistence through the freshman year was no less.

- Students receiving more financial aid were more likely to persist through their freshman year, and tended to attempt and complete more course units and to obtain higher grades. (SSDS projects do not provide or directly arrange financial aid for students, but they may refer students to potential sources of aid.)

- With regard to SSDS (SSS) project characteristics:

- Most project directors were quite experienced, and tended to be members of the minority groups, with more than half of them black.

- Many projects had relatively small numbers of regular professional staff members, most of whom were fairly experienced, augmented by substantial numbers of students who worked part time as tutors, peer counselors, etc.

- The average project had 414 participating students, approximately 70 percent of whom were from minority groups, and a total annual budget of around $132,000. Some projects received funding from state and/or local sources, but on the average, federal funding accounted for almost 80 percent of the total project budget.

- Most projects provide services during the summer as well as during the regular academic year.

- The average participating student received some type of project service 14 times during the academic year and had an average total participation time of about 14 hours. Larger projects tended to have lower average cost per student hour of services. About half the project students received tutoring; their average total amount of tutorial time over the academic year was about 9 hours. Approximately a third of the project students received special group instruction; the average total period of such instruction for this subgroup was around 20 hours. Roughly two-thirds of participating students received counseling and three-fourths received orientation and/or cultural-relations services, but the total duration of such services over the year was typically quite small (e.g., 1 to 4 hours).

- Academic special services received after the freshman year were associated with poorer long-term outcomes. The study found that 60 percent of the SSS-eligible students were still enrolled after 2 years and over half were full-time students. In general, students who had moderate levels of service tended to show superior performance on the three outcome measures (time enrolled, course units attempted, and courses completed) compared with students who received no services in their freshman year. However, only certain pairings of services showed these effects, and there was no clear evidence that one particular kind of service was superior to another.

As in similar studies, effects are small and selection bias problems are significant. For example, those students who participated in the nonacademic services, seemingly more successful than those getting academic services, may have been stronger academically coming into the project. In addition, the study had significant respondent attrition over the 2 years. However, nonresponse analysis did not indicate systematic nonresponse bias.

Individual Evaluations. Over the years a number of SSS projects have completed evaluations of their projects. Some of these are listed in the bibliography at the end of this document.

Studies of Other Support Service Projects

A number of state systems have conducted evaluations of service components of their own equal opportunity programs. Selected examples of studies from New Jersey and California demonstrate that effects, where they are found, are small and sometimes inconsistent. For example, an evaluation by the State of New Jersey of their Equal Opportunity Fund (EOF) programs examined retention data and data on four indicators in eight institutions. Each was classified on retention rate, average ability of students, hours of tutoring per student, hours of counseling per student, and participation in remediation (Walters and Marcus, 1985). The study concluded that

> "Examination of student and program data in terms of four quantifiable factors generally assumed to be related to retention---level of prior preparation, appropriate remediation, adequate counseling, and adequate tutoring --- showed no consistent relationship between the presence of these variables at an institution and retention rates."

Based on case study information, Walters and Marcus stressed the role of faculty involvement and attitudes as a key factor distinguishing institutions.

The California State University system has conducted evaluations of its Summer Bridge Programs (3- to 6-week residential programs for new underrepresented minority students that provide English and math instruction and counseling) and its Intensive Learning Experience Programs (English and math remediation in the first year for those in lowest quartile on placement tests). Statistics were collected for each of the system's 19 campuses. After a 2-year study, somewhat higher retention rates were found for Summer Bridge students than for students systemwide. Retention rates for the students in the Intensive Learning Experience (ILE) program, on the other hand, were found to be no higher than those of non-ILE eligible students (Guthrie and Guthrie, 1988). For students admitted under special circumstances, however, ILE appeared to be more effective. Results varied by race/ethnicity of the students. Student evaluations of the programs/classes were consistently high.

Meta-Analysis of Programs. In a meta-analysis of 60 evaluation studies of programs for disadvantaged students, Kulik, Kulik, and Shwalb (1983) concluded that

> "Special programs have a basically positive effect.... This generalization holds true for different types of programs for the high-risk college student: reading and study skills courses,

guidance sessions, and comprehensive support services."

High-risk students in programs stayed in college somewhat longer and had somewhat higher grade point averages than did controls. Although the effects were statistically reliable, they were small, and the size of the effect varied by type, age of program, and when the student began. Newer programs and those that began in high school had the strongest effects. While academic skills programs had positive effects, those programs classified as remedial/developmental, and most associated with community colleges, had effects that were indistinguishable from those of the regular programs.

Implications of Related Research for the SSS Study

The implications of related studies can be summarized as follows:

- General studies of student persistence show the importance of academic factors as well as noncognitive and student integration factors in predicting retention.
- Policies promoting social and academic integration and increasing time spent on course work are viewed as having the most potential for increased retention of disadvantaged students.
- In previous studies differences in persistence and GPA outcomes between students receiving and not receiving SSS and SSS-like services, when they have been found, have been small and to some extent inconsistent.
- SSS programs must be viewed in the context of the wider institutional environment in which they are operating, including the overall institutional climate and policies toward disadvantaged students.
- There have been a number of findings that students receiving extensive remedial services have less positive outcomes than other eligible students or students who receive services such as counseling. It is not known the extent to which this is a function of the fact that those most academically needy or most at risk are the ones chosen or self-selected to obtain extensive remedial services, and, conversely, those receiving counseling as their service may be less academically needy.
- Past studies have been hampered because of attrition of students in both the participating and comparison groups, and because long-term effects are not usually studied.
- Any model of impact of SSS programs must take into account the interaction of the SSS program with a wide variety of student, institutional, and external factors. For example, one might insert the SSS project experience into the Tinto model of student departure (see Exhibit 3-4).[13]

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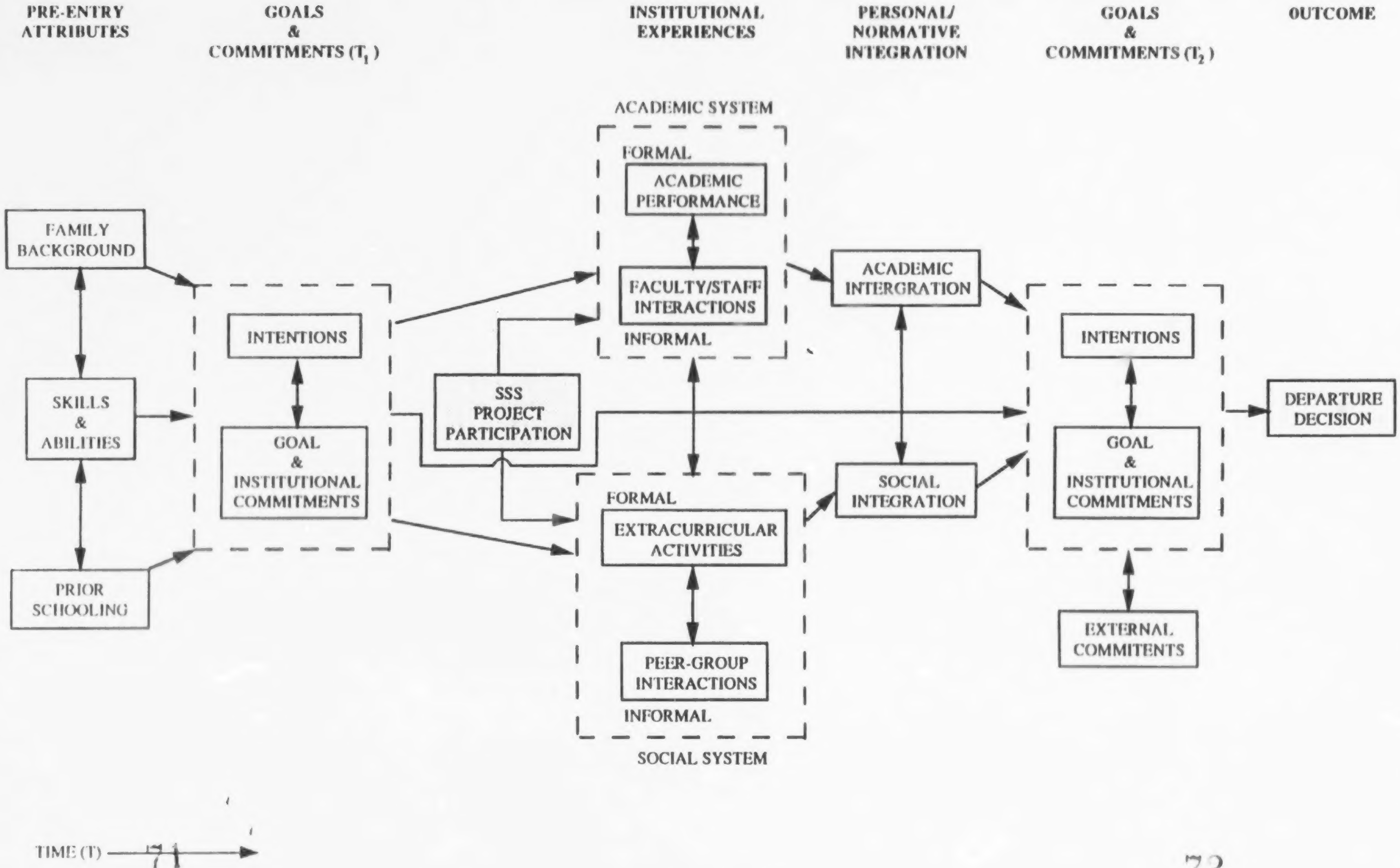
[13] Among the factors that should be included are possible effects of other TRIO programs and TRIO-like programs, for example, high school programs such as Upward Bound.

Exhibit 3-4.

Adaptation of Tinto's model of institutional departures to include SSS


PRE-ENTRY ATTRIBUTES
GOALS & COMMITMENTS (T1)
INSTITUTIONAL EXPERIENCES
PERSONAL/ NORMATIVE INTEGRATION
GOALS & COMMITMENTS (T2)
OUTCOME
ACADEMIC SYSTEM
FORMAL
ACADEMIC PERFORMANCE
FACULTY/STAFF INTERACTIONS
INFORMAL
FAMILY BACKGROUND
SKILLS & ABILITIES
PRIOR SCHOOLING
INTENTIONS
GOAL & INSTITUTIONAL COMMITMENTS
SSS PROJECT PARTICIPATION
ACADEMIC INTERGRATION
SOCIAL INTEGRATION
INTENTIONS
GOAL & INSTITUTIONAL COMMITMENTS
DEPARTURE DECISION
EXTERNAL COMMITENTS
FORMAL
EXTRACURRICULAR ACTIVITIES
PEER-GROUP INTERACTIONS
INFORMAL
SOCIAL SYSTEM
TIME (T)

4. STATISTICAL OVERVIEW OF SSS PROJECTS AND SUMMARY OF REQUIREMENTS OF THE FEDERAL STUDENT SUPPORT SERVICES PROGRAM: 1970-93

The first part of this chapter presents statistics on the level of Student Support Services (SSS) funding, number of projects, and students served over the period of 1970 to 1993. The second section presents a brief summary of the project legislative authorization and the evolution of the regulations over the period.

Highlights

- Total funding was at $30 million at the start of the SSS program in 1970 and at $115 million in 1993. In constant dollars, increases in the total funding took place throughout the 1970s. In the 1980s the program experienced declines in constant dollars at the same time the number of projects funded continued to grow. The early 1990s have seen the first real growth in total funding since 1980.
- Increases in funding in the 1970s and level funding in the 1980s were accompanied by large increases in the number of projects funded, rather than increases in funding for existing projects. During the period since 1970, the number of projects funded has gone from 121 to 700 in 1993.
- In current dollars the average grant amount went from $82,625 in 1970 to $185,900 in 1993. In constant 1990 dollars, there was a decline from $278,393 in 1970 to $171,028 in 1993. After declines throughout the 1980s, there has been a period of some increase between 1989 and 1992.
- A total of about 165,000 students were served by the project in 1993, and on average about 236 students were served per project. The peak in the total number served was reached in 1981 with 181,000 served, and in the number served per project in 1977 when 331 students were served per project.
- In current dollars the average per-student award was approximately $788 in 1993. In constant dollars, the average amount per student declined in the 1970s and has only recently had some increase since 1990. In constant 1990 dollars an average of $1,123 was spent per SSS student in 1970 compared to $725 in 1993.
- In 1981, SSS student eligibility criteria became more specific, requiring that two-thirds of those served be both low income (150 percent of poverty), and first generation college or physically disabled and that the other one-third be either low income or first generation or physically handicapped.
- Requirements put forth in 1981 also entailed that there be a determination that the student needed academic support to successfully complete college and that each student enrolled in the project would receive financial assistance to meet that student's full financial need. A recent modification to this requirement is that students be offered full financial assistance.
- The federal Department of Education regulation regarding nonsupplanting and nonduplication of services and the specific eligibility requirements have led to a fostering of separation of SSS programs and establishment of some form of unique SSS services on campus in most cases. In the 1992 reauthorization, for the first time coordination with other programs was encouraged and a specific statement made that funds should not be limited strictly to SSS if the institution sponsors a similar program.
- Projects have been awarded 3-year grants over most of the program's history and, once funded, projects are likely to receive additional awards (in part, because current projects can earn up to 115 evaluation points while new projects can earn a maximum of 100). Nonetheless, 8 to 12 percent of projects are not re-funded during each review

cycle. In 1992 the grant period was extended to 4 years for most projects and 5 years for 10 projects that scored the most evaluation points.

Statistics Concerning the SSS Program: 1970-93

Funding History. Table 4-1 and Figure 4-1 present summary information on Student Support Services funding in current and constant 1990 dollars (see Appendix Tables B-2 to B-7 for additional information on SSS and TRIO funding, projects and services).

In current dollars, SSS total funding has increased from $10 million in 1970 to $130 million in 1993. In constant 1990 dollars, the increase is from $33.6 million to $119.7 million in 1993 (an increase of 256 percent).

While the SSS program has had a real growth in funding, this growth took place in two periods, the 1970s and after 1987, with large increases in the early 1990s. As shown in Figure 4-1, in constant dollars, the program experienced declines in funding levels during some parts of the 1980s. In constant 1990 dollars, funding rose to $99 million in 1979 and then declined to $80 million by 1987. Only in 1991, after a large single year increase, did funding return to the level of 1979 in constant dollars.

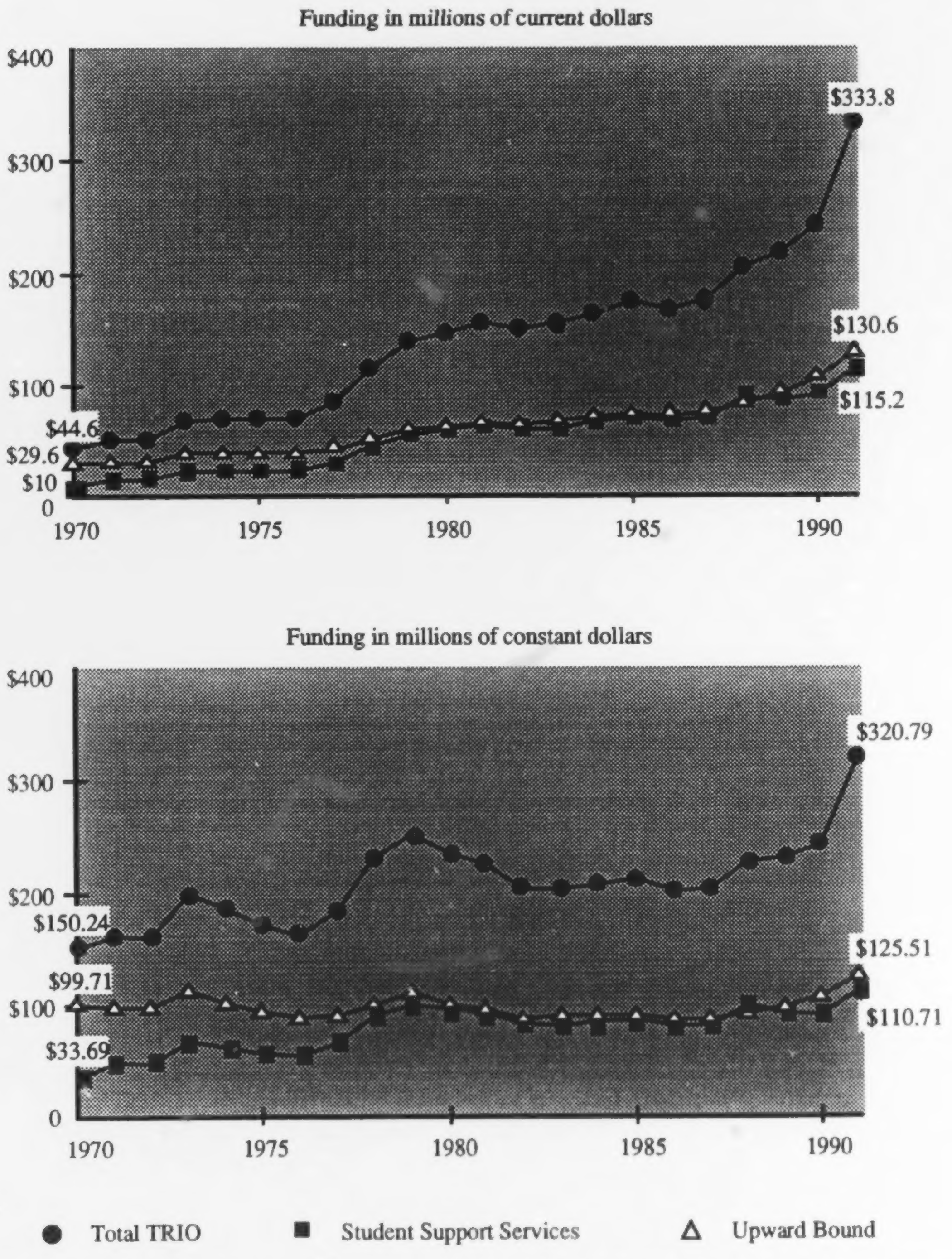
Table 4-1. **Funding of Student Support Services projects, number of projects, average grant amount per project, and average number of students served per project: 1970-93**

FY	Funding in millions of current dollars	Funding in millions of constant (1990) dollars	Number of SSS projects	Average grant amount (current dollars)	Average grant amount (constant 1990 dollars)	Total number of students served	Average number of students served per project
1970	$10.0	$33.69	121	$82,645	$278,393	30,000	248
1971	15.0	48.41	190	78,947	254,776	49,921	263
1972	15.0	46.90	207	72,464	226,579	63,112	305
1973	23.0	67.70	323	71,207	209,613	73,951	229
1974	23.0	60.98	331	69,486	184,216	86,400	261
1975	23.0	55.88	327	70,336	170,873	89,753	274
1976	23.0	52.83	366	62,842	144,348	93,452	255
1977	30.0	64.70	372	80,645	173,933	123,092	331
1978	45.2	90.61	491	92,057	184,538	147,548	301
1979	55.0	99.02	557	98,743	177,765	165,222	297
1980	60.0	95.17	595	100,840	159,949	172,071	289
1981	63.9	91.88	608	105,099	151,115	181,368	298
1982*	60.7	82.21	621	97,746	132,387	150,622	243
1983*	60.7	79.65	634	95,471	125,636	141,686	223
1984*	67.0	84.28	647	103,555	130,266	141,585	219
1985*	70.3	85.39	660	106,515	129,382	141,585	215
1986	67.3	80.26	660	101,970	121,601	129,830	197
1987	70.1	80.65	663	105,732	121,647	122,840	185
1988	88.7	98.00	716	123,883	136,868	144,850	202
1989	86.6	91.28	707	122,489	129,108	152,630	216
1990	90.9	90.90	704	129,119	129,119	153,300	218
1991	115.2	110.71	704	163,636	157,259	163,000	232
1992	127.1	119.47	703	180,900	170,046	165,434	235
1993	130.1	119.69	700	185,900	171,028	165,000	236

*Estimated.

SOURCE: Calculated from information from the U.S. Department of Education, Division of Student Support Services, and National Council of Equal Educational Opportunity Associations (NCEOA)

Figure 4-1. Funding for Student Support Services (SSS), Upward Bound, and Total TRIO in current and constant 1990 dollars: 1970-91



Funding in millions of current dollars

Funding in millions of constant dollars

SOURCE: U.S. Department of Education, Division of Student Support Services, and National Council of Equal Educational Opportunity Association (NCEOA).

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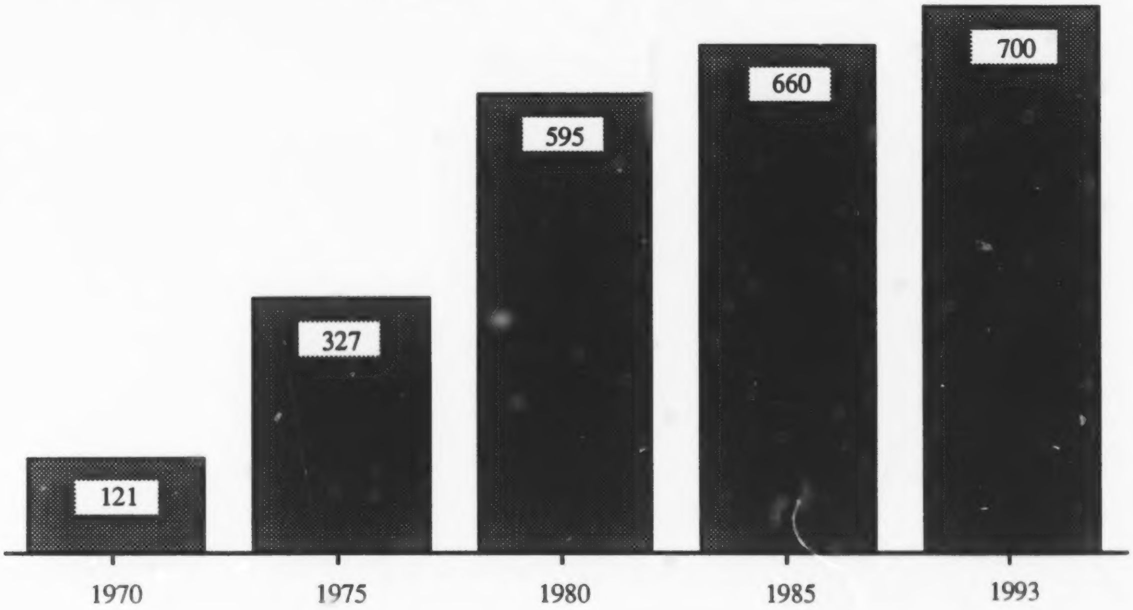
Total Number of Projects. Funding increases of the 1970s were accompanied by large increases in the number of projects funded (Figure 4-2), rather than increases in funding for existing projects. In 1970 there were 121 SSS projects at institutions of higher education. By 1980 there were 595 programs, and even in the 1980s during periods of little increase in funding levels, about 60 new projects were added. In 1993, there were 700 SSS projects. In the most recent funding cycle (1993), the number of projects will not increase.

Figure 4-2. Number of Student Support Services (SSS) projects at institutions of higher education: 1970-93



NOTE: In 1991 there were 704 projects.

SOURCE: U.S. Department of Education, Division of Student Support Services, and National Council of Equal Opportunity Associations (NCEOA).

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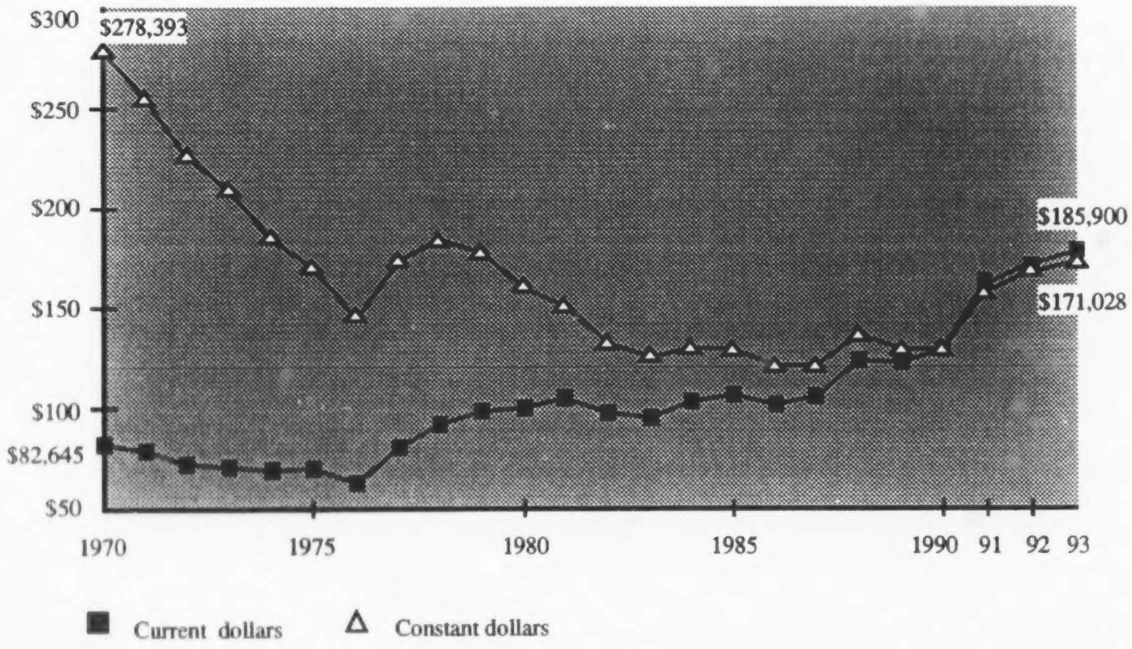
Average Grant Amount. The average grant size in current dollars was $83,000 in 1970 and $185,900 in 1993 (Figure 4-3). Overall for the period, in constant dollars, the average grant has declined, although there have been some periods of increase, such as occurred from 1990 to 1993. So far, however, these increases have not returned the funding per grant to the levels of the early days of the program. In constant 1990 dollars the average grant size in 1971 was $254,776, as compared to $171,028 in 1993.

In current dollars in 1991, the grants ranged in size from $783,933 to $39,367. Fifteen of the 704 projects (2 percent) had grants over $300,000, and 19 (3 percent) had grants under $100,000. Recent changes in the authorization legislation call for a minimum grant size of $170,000. Of the total 704 projects funded in 1991, just over half of (459) had grants of $170,000.

Figure 4-3. Average Student Support Services (SSS) grant size in current and constant 1990 dollars: 1970-93



SOURCE: Calculated from information from the U.S. Department of Education, Division of Student Support Services, and National Council of Educational Opportunity Associations (NCEOA).

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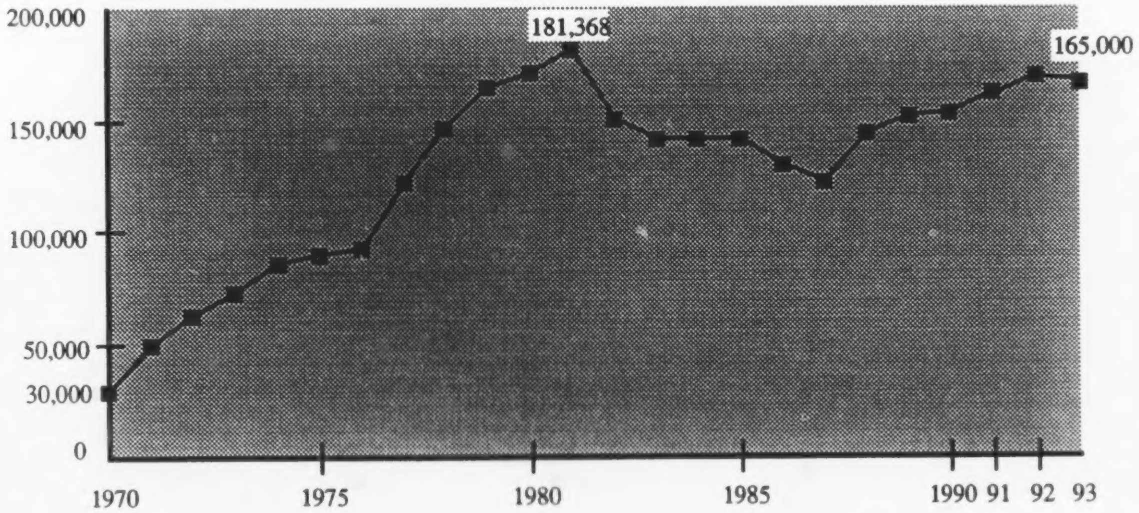
Number of Students Served. Statistics on the total number of students served are affected by the number of projects, the size of the institutions awarded grants, eligibility regulations, and decisions by project staffs and the Department of Education about the types of services they wish to fund or encourage. The number of students served by SSS began at 30,000 in 1970, grew to a peak of 181,000 in 1981, and then declined to about 122,000 in 1986 (Figure 4-4). In 1992, the number of students served had risen again to 165,434, closer to the 1981 level.

Figure 4-4. Total students served by Student Support Services projects: 1970-93



*In 1992, an estimated 178,000 students were served.

SOURCE: Calculated from information from the U.S. Department of Education, Division of Student Support Services, and National Council of Equal Educational Opportunity Associations (NCEOA).

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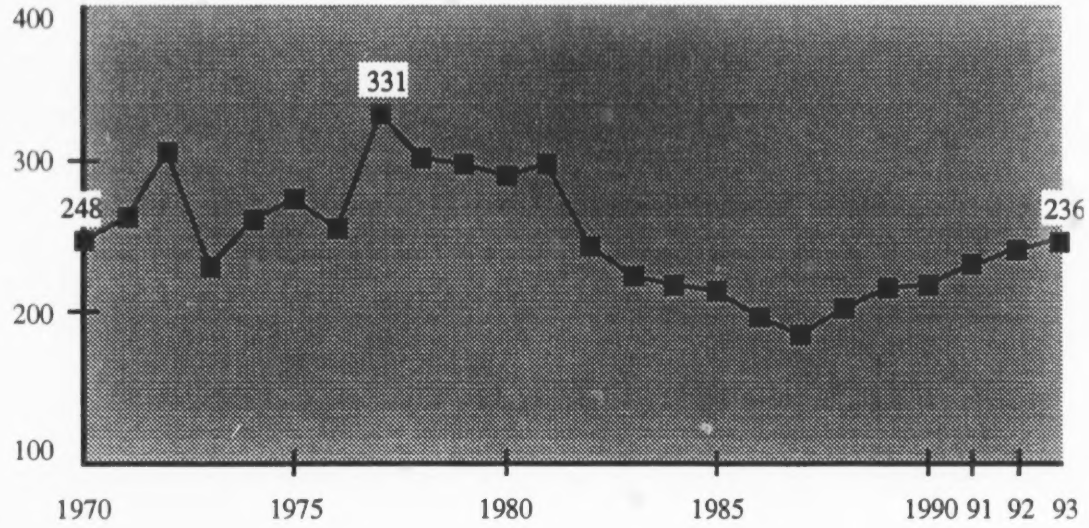
Average Number Served Per Project and Funding Per Student Served. The average number of students served per project was 248 in 1970, 331 in 1977, and 232 in 1991 (Figure 4-5). Average amount per student served began at $333 in current and $1,123 in constant dollars in 1970. In constant dollars, during a period of increases in overall funding levels in the 1970s, the increases in the number of projects and number of students served meant that the amount of funding per student declined (Figure 4-6). In contrast, during the 1980s, when the number of students served declined, the amount per student increased slightly. In 1992, funding was at $768 per student served.

Comparison to Higher Education Costs Per Student. To put the SSS average amount in perspective, it can be noted that the average cost of higher education per year per full-time-equivalent (FTE) student was about $14,555 in 1989-90. As a category in the total higher education budget. Student Services was $533 per FTE student (NCES, *Digest of Education Statistics*, 1992, table 327). This category includes many items other than SSS-type services, such as medical services, intramural sports, and student organizations.

Factors Involved in Number of Students Served. There have been two main reasons for the reduction of the number served: 1) this was a way of coping with declines in budget in real dollars; and 2) there was a focus on providing more intense, higher quality of services.

Figure 4-5. Average number of students served per project: 1970-93



SOURCE: Calculated from the U.S. Department of Education, Division of Student Support Services, and National Council of Equal Educational Opportunity Associations (NCEOA).

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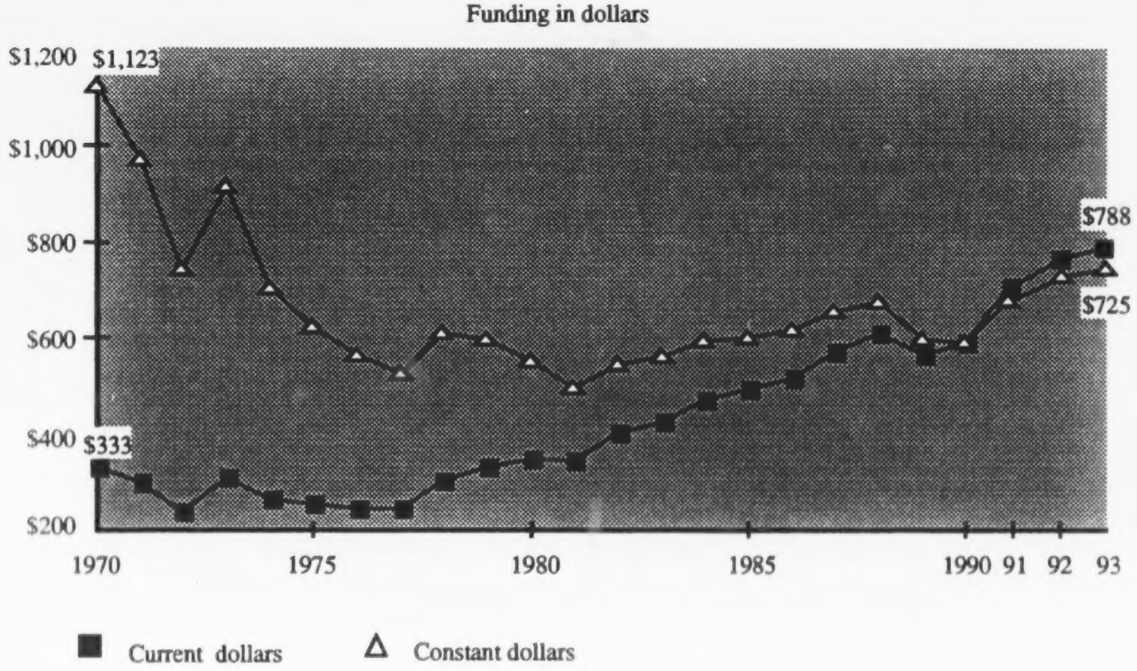
Figure 4-6. Amount of funding per student served for Student Support Services (SSS) projects in current and constant 1990 dollars: 1970-93



SOURCE: Calculated from information from the U.S. Department of Education, Division of Student Support Services, and National Council of Equal Educational Opportunity Associations (NCEOA).

Other factors that may have impacted the number of students served are changes the regulations governing SSS. Over this period since 1980, the eligibility requirements for SSS became more specific regarding the criteria of low income and first generation. The requirement that the full financial need be met for all participants may also have influenced the numbers of student accepted into the program. The development of the legislation and the regulations are discussed in the next section.

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Basic Legislation and Regulations Governing the SSS Program and Major Changes: 1970-93

The congressional language concerning TRIO states that TRIO programs are an integral part of the student assistance programs aimed at achieving equal educational opportunity. As the committee report for 1980 states, "Without the information, counseling, and academic services provided by the TRIO programs, disadvantaged students are often unable to take advantage of the financial assistance provided by the other Title IV programs, and more importantly such students do not develop their talents by gaining access to postsecondary educational opportunities and completing a course of study once they have embarked on it" (Senate Report 96-733).

What Services Are Permissible Under SSS? Student Support Services is not a service-specific program. The legislation lists the following wide range of permissible services.

(1) Instruction in reading, writing, study skills, mathematics, and other subjects necessary for success beyond high school;

(2) Personal counseling;

(3) Academic advice and assistance in course selection;

(4) Tutorial services and counseling and peer counseling;

(5) Exposure to cultural events and academic programs not usually available to disadvantaged students;

(6) Activities designed to acquaint students with the range of career options available to them;

(7) Activities designed to assist participants in securing admission and financial assistance for enrollment in graduate and professional programs;

(8) Activities designed to assist students currently enrolled in 2-year institutions in securing admission and financial assistance for enrollment in a 4-year program of postsecondary education; and

(9) Activities involving the services above that are especially designed for students with limited English proficiency.

The most recent reauthorization adds mentoring programs involving faculty or upper class students or a combination thereof to this list.

Allowable Costs. Some services not specifically mentioned in the legislation have been included in the regulations with certain stipulations specified.

The costs of remedial and special classes are allowed if the classes are limited to project participants and the institution does not provide identical instruction through its regular programs or through another federal, state, or local program. A number of types of cultural events are also specifically allowed, and transportation of students to approved educational and cultural events sponsored by the project is permitted.

Projects are encouraged to design their own service delivery program within this range of permissible services. In the 1990 and 1993 cycles some special funding priority has been placed on transfer related services and those directly related to retention of students.

The Requirements of SSS Projects. While SSS is not a service-specific federal program, there are certain requirements set forth in the legislative authorization and the set of regulations developed by the Department of Education. Projects are held accountable for implementing these regulations and in the competition for grants they are awarded what are called "prior experience points" partly based on meeting these requirements.[14]

The requirements for SSS have evolved over the last 20 years, and the projects themselves, through their regional associations and their national association, the National Council of Equal Educational Opportunity Associations (NCEOA), have had significant input into their development. The prior experience points are increases to the competitive score based on a project meeting specific goals set by the projects themselves. The following is a brief summary of these requirements.

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[14] The prior experience points are increases to the competitive score based on a project meeting specific goals set by the projects themselves.

Eligibility for the Program. Student Support Services has always been a program to serve disadvantaged college students, and the initial SSS legislation required assurances from the institution that the SSS project was serving students who were disadvantaged because of "a deprived educational, cultural, or economic background, a physical disability or limited English speaking ability." Projects had to submit assurances that each student served was disadvantaged. However, these assurances were not tied to specific criteria. These eligibility criteria in effect prior to October 1981 are summarized in Exhibit 4-1.

In 1980 the legislation authorizing TRIO was amended to define eligibility criteria much more specifically than in the past. These amendments, which became effective in October 1981, defined disadvantaged in terms of several specific criteria. Specifically, the legislation notes that the Secretary of Education must

(1) Require assurances that not less than two-thirds of the persons participating in the project proposed to be carried out under any application

- be physically handicapped, or
- be low-income individuals who are first generation college students;

(2) Require an assurance that the remaining students participating in a proposed project proposed either be low-income individuals, first generation college students, or physically handicapped;

Exhibit 4-1. Special Programs Eligibility Criteria Prior to October 1981

Upward Bound

- age 14-17 (veterans excepted)
- U.S. citizen or national
- resides in target area

OR

- attends target school
- completed first year of secondary school and not entered 12th grade (veterans excepted)

Talent Search

- age 14-27 (veterans excepted)
- U.S. citizen or national
- exceptional potential for success in post-secondary education
- demonstrated aptitude for entry into an educational program
- needs guidance/counseling
- needs assistance in gaining admission or readmission to educational institution

Special Services

- students enrolled or accepted at post-secondary institutions
- U.S. citizen or national
- individual with academic potential who needs remedial or special services as a result of a deprived educational, cultural, or economic background, a physical handicap, or limited English-speaking ability

Educational Opportunities

- resident of area
- U.S. citizen or national

SOURCE: Steven M. Jung, Jane G. Schubert, and Kim Putnam. **Evaluability Assessment of the Special Programs for Disadvantaged Students**. Palo Alto, California: The American Institutes for Research, 1982, table 2.

(3) Require that there be a determination by institution that each participant has a need for academic support in order to pursue successfully a program of education beyond high school; and

(4) Require an assurance from the institution that each student enrolled in the project will receive sufficient financial assistance to meet that student's full financial need.

The most recent reauthorization includes a provision *that one-third of the disabled students must be low income*. The language is also changed for the last assurance to read that the student will be *offered* full financial assistance rather than receive aid.

A low-income individual is defined in the regulations as a person whose family's taxable income did not exceed 150 percent of poverty level in the calendar years in which he/she participates in the project. Poverty level is determined by using the criteria established by the U.S. Bureau of Census.

First generation college means that neither of the student's parents received a baccalaureate degree. With respect to those individuals 18 years and under, only the parent(s) regularly residing with the individual are considered in determining first generation college status.

The legislation also indicated that a determination must be made for each participant that academic support services are needed. Institutions themselves set the criteria for determining this need.

Other Requirements. The project regulations in force at the time of the study required that there be a full-time project director. However, this requirement may be waved as specified in the Education Department General Administrative Regulations (EDGAR).

The 1992 reauthorization states that this requirement should not be imposed if it hinders coordination with other programs (see Exhibit 4-2). Nonallowable costs include major equipment unless needed to meet the purposes of the project and if it is less expensive than renting; payment of tuition, stipends, or other forms of student financial support; research not directly related to evaluation of the project; and construction or remodeling of the facilities.

The Grant Selection Process

Grants are competitive awards that have been awarded on a 3-year cycle with yearly budget and assurances resubmissions. Beginning in 1993, they will be on a 4-year competitive cycle with projects scoring in the top 10 percent having a 5-year cycle. Projects are rated on a 100-point scale that factors in evaluation of the plan of operation, quality of key personnel, budget and cost effectiveness, adequacy of resources, evaluation plan, the need for the project at the applicant institution, likelihood of success, and institutional commitment. Projects that already have grants and are recompeting are awarded up to 15 priority points determined by the extent to which they have met certain conditions. These include (1) extent to which projects are serving the number of students for which they were funded, (2) extent to which participants are awarded sufficient financial assistance, (3) extent to which students persist toward completion, (4) extent to which participants meet institutional performance levels required to stay in good standing, (5) extent to which projects meet record-keeping requirements, and (6) extent to which projects have achieved other self-imposed goals.

Recommended Best Practice. The 1990 application guide lists nine common characteristics that are shared by the most successful SSS projects. These are presented in Exhibit 4-2.

Project Reward Rate. While there is a high level of reward, about 8 to 12 percent of projects did not get rewarded grants in the 1990 competition. In the 1990 competition about 61 projects did not get rewards (49 applied and were not re-funded and 12 did not reapply). About 100 new institutions were awarded grants in 1990. Since the total number of grants has grown in

Exhibit 4-2. Department of Education Suggestions for Fiscal Year 1990 Applicants For Student Support Services Funds

Experience has shown that the most successful Student Support Services projects have certain common characteristics. These characteristics may be summarized as follows:

1. Projects that have a strong institutional commitment to their objectives. This often takes the form of in-kind or cash contributions to enhance the opportunities that are available to students through the Student Support Services project.
2. Projects that are fully understood by and which work closely with all of the administrative and academic departments of a participating institution.
3. Projects that provide mechanisms for continually monitoring student performance, both in project sponsored academic programs and in regular course work being undertaken at the institution.
4. Projects that establish high standards and expectations for students, including the belief that all students, regardless of family background, can reach high levels of academic achievement.
5. Projects that follow up on their Student Support Services "graduates" by monitoring the progress and performance of those who have entered another postsecondary educational institution or graduate school.
6. Projects that give priority to the strengthening of basic and higher level skills of their Student Support Services participants in mathematics, science, English language literacy in reading, writing, and speaking, and foreign language literacy.
7. Projects that actively seek to improve equal educational opportunity and access for all students, particularly those who traditionally have not participated fully in higher education, including projects which address the special skill needs of members of racial or ethnic minority groups, women, and the handicapped.
8. Projects that specify a method of documenting eligibility, selection, participant need, services provided, and participant success.
9. Projects that establish a method of helping students obtain financial assistance in a timely manner; monitoring the participant's financial needs; and monitoring the grantee's performance in meeting its assurance to the U.S. Department of Education that, "... each participant enrolled in the project will receive sufficient financial assistance to meet the student's full financial need."

In recognition of these characteristics of successful program practices, the Secretary encourages applicants to incorporate these practices into their applications. Applicants should note that these characteristics are included only to assist them in developing potentially successful projects. The characteristics themselves in no way amend the selection criteria in 34 CFR 646.31.

Although these suggestions do not have extra points assigned to them, inclusion of these could assist an applicant in developing a stronger application.

SOURCE: U.S. Department of Education, Office of Postsecondary Education, *Application for Grants Under the Student Support Services Program*, Washington, D.C., 1989.

each cycle, there has been a pool of new projects with each grant cycle. Due to the minimum grant size requirement and leveling of funding in 1993, there will not be an increase in the number funded as a result of the 1993 competition. In 1993 about 12 percent of old projects were not re-funded.

Performance Reports. Projects are required to submit yearly project reports with information on types of students served, types of services received, and the academic status of participants and indication as to whether they have left the institution. Chapters 5 and 6 present summary statistics on students served by the projects that submitted these reports.

Changes in the 1992 Reauthorization

A number of changes to the Higher Education Act legislation were made for the 1992 reauthorization that will have impact in the way SSS programs operate in the future. They are primarily an outgrowth of concerns raised by the TRIO community through their organization, the National Council of Educational Opportunity Associations, (NCEOA). Some of these issues were also raised in the course of this study. We briefly summarize the changes to the legislation here and discuss them further in subsequent chapters in the context of describing the projects and the problems they face. Some of the changes are for the TRIO programs as a whole and others are specific to Student Support Services.

Changes in 1992 Authorization Applicable to TRIO as a Whole. The following is a list of changes applicable to all TRIO programs.

- The period of the grant cycle was changed from 3 years to 4 except that those in the top 10 percent of the competition will have a 5-year award.
- Grants are to be awarded in rank order.
- Minimum grant levels were set. For FY93, the minimum funding level for an SSS project will be $170,000.
- The Secretary of Education is instructed to give 8 months notification of grant award status.
- Coordination with other programs shall be encouraged regardless of funding source. The Secretary shall not limit an entity's eligibility to receive funds because such entity sponsors a program similar to the program to be assisted under this chapter, regardless of the funding source.
- The Secretary shall not require a separate project director if the imposition of such requirement will hinder coordination among programs funded under this chapter.
- Ongoing evaluations are authorized.
- Consortia can be included as eligible grantees.
- Training of new directors is mandated.
- One-third of disabled students in the program are also required to be low income.

SSS-Specific Changes. The following are changes specific to SSS:

- The purpose of SSS is specifically stated to be increasing student retention, improving transfer rates, and improving campus climate for disadvantaged students.
- Changes financial aid assurance from "will receive" to "will be offered" sufficient assistance.

The regulations for SSS will be revised to incorporate these legislative requirements. Several, especially the clause concerning coordination with other programs, may have large impacts on the way SSS programs operate within the institutions. These issues are discussed further in Chapter 9.

5. CHARACTERISTICS OF INSTITUTIONS RECEIVING STUDENT SUPPORT SERVICES GRANTS

In this chapter we present information on the characteristics of the institutions served by federal Student Support Services (SSS) grants. We specifically address the questions of what types of institutions get SSS grants. Since one of the objectives of SSS grants is to foster a wider institutional climate of service to disadvantaged students, we also address the question of the extent to which institutions having SSS grants also have other related services and policies designed to retain and graduate disadvantaged students. Additional discussion of this issue can be found in Chapter 6, which presents information from the project survey, and in Part II of this report, which presents information from the case studies.

Data in this chapter are taken from three major sources:

1) The Integrated Postsecondary Education Data System (IPEDS), a yearly data set from the Department of Education, National Center for Education Statistics, that contains institutional characteristics and enrollment data from all higher education institutions. Files containing information on which institutions have SSS grants were merged with IPEDS data so that analysis comparing institutional characteristics of SSS and non-SSS institutions could be conducted.

2) Supplementary information on institution selectivity and SAT/ACT scores obtained from the *Chronicle Higher Education Data Book*. Information obtained from the grants office on Pell Grant use was also entered into the file.

3) The Higher Education Survey (HES) Retention at Higher Education Institutions, conducted in 1990. This nationally representative sample survey obtained information on institution retention rates and policies, with a focus on activities institutions have done to improve retention. The survey data file also contains information on which institutions have SSS grants, as well as extensive data on policies and procedures with regard to student services and retention.

Highlights

- About a quarter of U.S. higher education institutions, serving about 31 percent of FTE freshmen, receive SSS grants. These include about 26 percent of 2-year and 24 percent of 4-year institutions. Four-year institutions that grant doctorates are more likely than other 4-year institutions to have SSS grants.

- SSS grantees are more likely to be public than private institutions and to have larger enrollments. Schools with grants have an average of 7,114 students, about double the average 3,566 students enrolled in schools without grants.

- SSS grants are more likely to go to institutions enrolling a high proportion of minority students--about half of the higher education institutions with 50 percent or more minority enrollments have SSS grants, compared with 21 percent of institutions without 50 percent minority enrollment.

- Overall about 31 percent of all freshmen are in colleges with SSS grants. About 39 percent of all African-American freshmen and 34 percent of all Native American freshmen are in institutions with SSS grants.

- Few of the nation's highly selective colleges have SSS grants. Among the highly selective schools, only 13 percent have SSS grants. Among open admission schools, 27 percent have SSS grants.

- SSS grantee institutions have somewhat lower average entering SAT/ACT scores than non-SSS institutions.

- Among non-open admission schools, SSS institutions are more likely than other such institutions to report that they sometimes waive admission policies for marginal students.

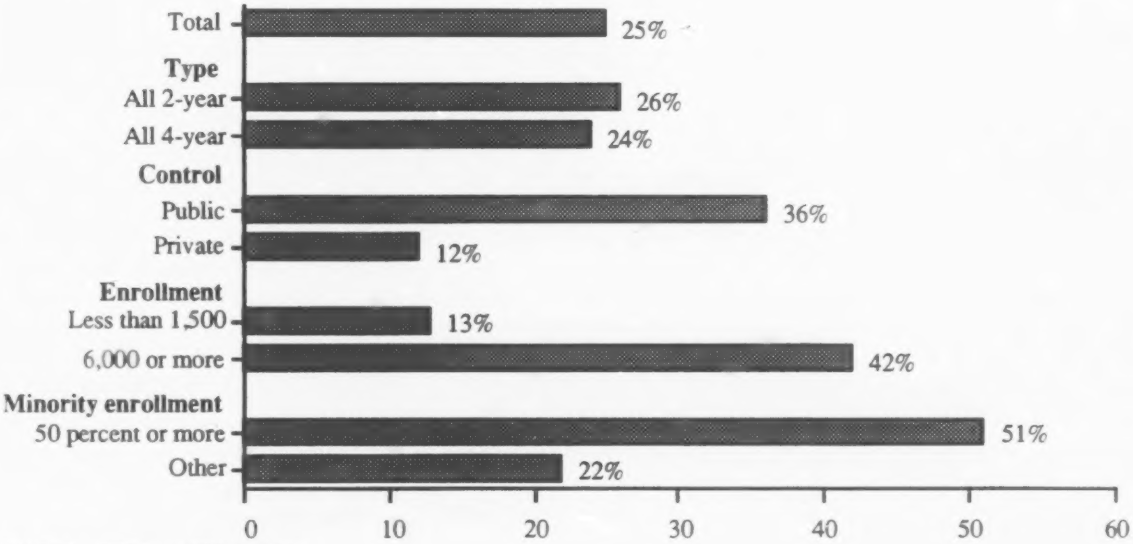
- SSS grantees are somewhat more likely to offer remedial instructional and support services than other institutions. In particular, they are more likely to offer services for students with disabilities, job training, and on-campus day care, and to try new programs to increase student retention.

- Despite their somewhat lower than average entrance exam scores and greater than average rate of open admissions, SSS institutions have 1-year retention rates for freshmen that are similar to those for schools overall.

Characteristics of Institutions Receiving SSS Grants

Prevalence of SSS Grants. By 1992, SSS grants were present in about 25 percent of the approximately 2,861 higher education institutions serving at least 1 percent freshmen (Figure 5-1 and Table 5-1), and about 31 percent of full-time-equivalent freshmen were in higher education institutions having SSS grants.

Figure 5-1. Percentage of institutions with SSS grants: 1992



SOURCE: IPEDS and SSS grant files.

Table 5-1. Number of SSS projects currently funded and number of total higher education institutions serving freshmen, by institutional characteristics: 1992

Institutional characteristic	Higher education institutions serving freshmen[1]		Institutions with SSS grants[2]		Institutions with SSS as percentage of total institutions serving freshmen
	Number	Percent	Number	Percent	
Total institutions	2,861	100%	704	100%	25%
Institution level by control					
Two-year	1,116	39	291	41	26
Public	953	33	269	38	28
Private	163	6	22	3	14
Four-year	1,745	61	413	59	24
Public	546	19	269	38	49
Private	1,199	42	144	21	12
Institution control					
Public	1,499	52	538	76	36
Private	1,362	48	166	24	12
Institution enrollment					
Less than 1,500	1,184	41	156	22	13
1,500 - 5,999	1,041	36	284	41	28
6,000 or more	636	22	264	38	42
Percent minority enrollment					
50 percent or more ..	286	10	146	21	51
Other	2,575	90	558	80	22

[1] Includes IPEDS institutions awarding 2-year or 4-year or above degrees and serving at least 1 percent freshmen or having an SSS project.

[2] Includes all projects funded in 1992.

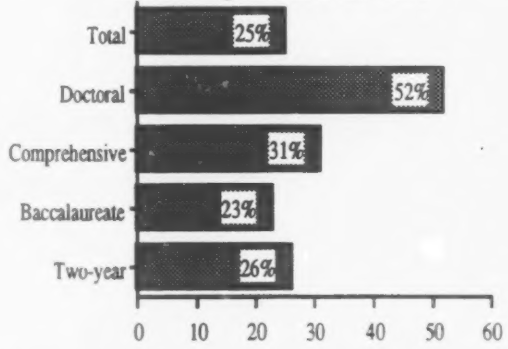
NOTE: Percentages may not add to 100 because of rounding.

SOURCE: IPEDS analyses.

Institutional Level. The distribution of SSS projects between 2-year and 4-year schools approximates that for the total number of higher education institutions serving freshmen. About 26 percent of 2-year institutions and 24 percent of 4-year schools have SSS grants (Figure 5-1).

A larger percentage of doctoral-granting universities than 4-year colleges have SSS grants. Of the estimated 190 doctoral institutions, 52 percent have SSS grants (Figure 5-2). Of the comprehensive schools (institutions that offer bachelor's and master's degrees, but few or no doctoral programs), 31 percent have SSS grants, and of the baccalaureate schools (few or no graduate programs), 21 percent have SSS grants.

Figure 5-2. Percentage of higher education institutions having SSS projects, by level of degrees offered: 1990



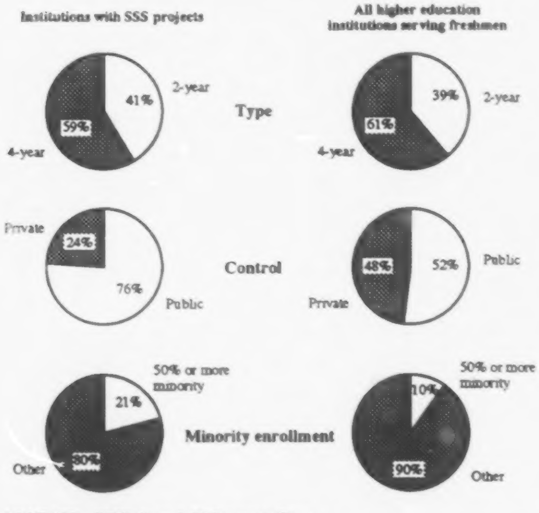
SOURCE: Higher Education Surveys, *Survey on Retention at Higher Education Institutions* (HES 14), U.S. Department of Education, 1991 (unpublished tabulations, survey conducted in 1990).

Institution Control. SSS grants are much more frequently found in public institutions than private ones. Thirty-six percent of public institutions have SSS grants compared with only 12 percent of private colleges (Figure 5-1). Overall, 76 percent of SSS grants go to public institutions, while about 52 percent of all higher education institutions serving freshmen are public (Figure 5-3).

While private schools make up about 48 percent of institutions serving freshmen, only about 21-23 percent of first-time freshmen are in private colleges. As can be seen from Table 5-2, the distribution of SSS students served more closely approximates the distribution between enrollment in public and private institutions, with about 20 percent of SSS participants coming from private colleges.

Institution Size. Federal Student Support Services projects are more frequently found in larger than smaller institutions. SSS projects are present in only 13 percent of the schools with total enrollments of less than 1,500, but they are present in 42 percent of those with enrollments of 6,000. Of the nation's largest colleges and universities, those with enrollments of over 20,000, 67 percent have SSS projects (Figure 5-4).

Figure 5-3. Comparison of characteristics of SSS institutions with all higher education institutions serving freshmen: 1992



SOURCE: IPEDS and SSS grant files.

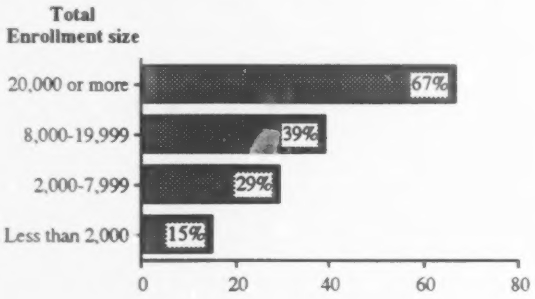
Table 5-2. Percentage distribution of total first-time freshman students and SSS participants, by institution type and control: 1988

Institutional characteristic	First-time freshman enrollment (full and part time)		SSS participants*	
	Number	Percent	Number	Percent
Total	2,379,000	100%	148,666	100%
Type of institution by control				
4-year	1,209,000	51	96,581	65
Public ...	783,000	33	71,912	48
Private ...	426,000	18	24,669	17
2-year	1,170,000	49	52,085	35
Public ...	1,049,000	44	47,914	32
Private ...	121,000	5	4,171	3

*Represents participants in projects funded in both 1987 and 1990. Total served in 1991 is estimated to be 178,000.

SOURCE: U.S. Department of Education, National Center for Education Statistics, IPEDS Fall Enrollment Survey, *Digest of Education Statistics*, table 168; and 1987-1988 SSS project performance reports.

Figure 5-4. Percentage of institutions having SSS grants, by size of institution: 1992



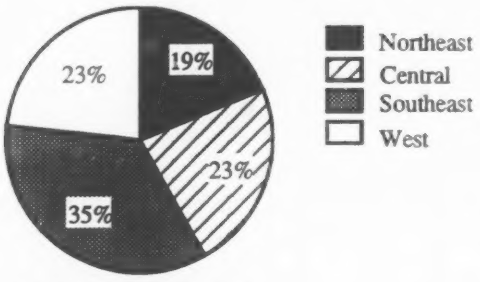
SOURCE: IPEDS and SSS grant files.

The mean total enrollment size for SSS schools is 7,114, compared with 3,566 for non-SSS schools, and the average number of full-time-equivalent (FTE) freshmen is 1,021 in SSS schools, compared with 567 in non-SSS schools (data not shown).

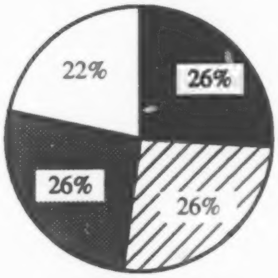
Minority Enrollment. About half of the schools having 50 percent or more minority enrollment have federal SSS grants (51 percent of minority schools have SSS projects compared with 22 percent of nonminority schools). Nationwide, about 10 percent of institutions have 50 percent or more minority enrollment, compared with 21 percent of SSS institutions (see Figure 5-3).

Geographic Region. The distribution of SSS grants by region approximates that of the distribution of higher education institutions for the West and the Central regions. However, institutions in the Southeast are more frequently represented and those in the Northeast less frequently represented among SSS grant recipients (Figure 5-5). Thirty-five percent of SSS grants are in the Southeast, compared with 26 percent of all institutions of higher education, and 19 percent of SSS grants are in the Northeast, compared with 26 percent of higher education institutions. This difference is related to the presence of a large number of small private colleges in the Northeast and a relatively large number of schools with 50 percent or more minority enrollment in the Southeast.

Figure 5-5. Regional distribution of SSS grants



Schools with SSS grants

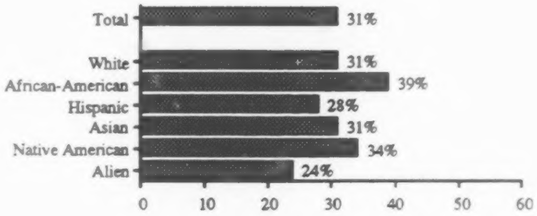


All higher education institutions

SOURCE: IPEDS and SSS grant files.

Percentage of Students in SSS Schools. Because SSS grants are more frequently found in large institutions, the percentage of the FTE freshman in institutions having SSS grants is larger than is the percentage of institutions having grants. Overall, about 31 percent of FTE freshman students are in SSS schools. Thirty-nine percent of African-American freshmen and 34 percent of Native American freshmen are in SSS schools. However, among Hispanics a smaller percentage, 28 percent, are in SSS schools (Figure 5-6).

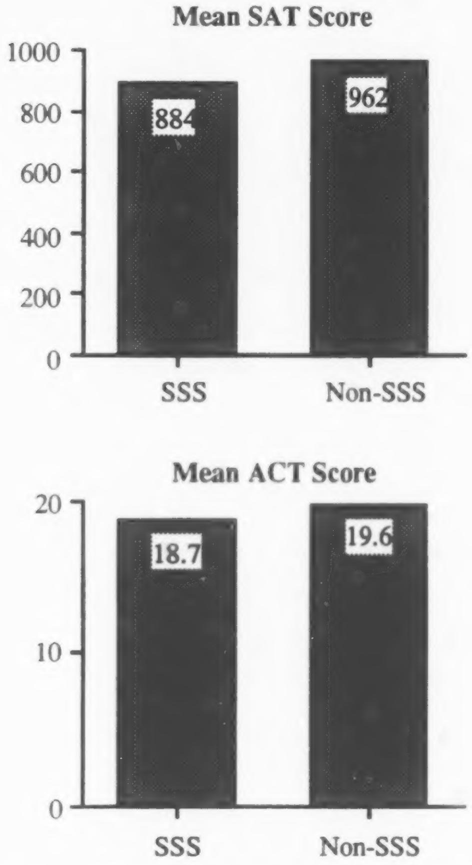
Figure 5-6. Percentage of freshmen in institutions having SSS grants



SOURCE: Higher Education Surveys, *Survey on Retention at Higher Education Institutions* (HES 14), U.S. Department of Education, 1991 (unpublished tabulations, survey conducted in 1990).

Academic Preparation of Entering Students. SSS and non-SSS institutions differed little on average high school class rank of entering freshmen (about 64 percentile for 4-year and 50-55 percentile for 2-year schools). However, SSS schools had somewhat lower average SAT scores. Among 4-year schools, 62 percent of SSS schools had more than half of their freshmen with SAT scores below 1,000, compared with 48 percent at non-SSS schools. The HES retention survey found that the mean SAT score among SSS schools was 884, compared with 962 for non-SSS schools; the mean ACT score was 18.7 for SSS schools and 19.6 for non-SSS schools (Figure 5-7).

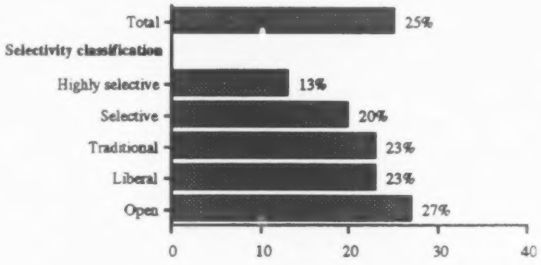
Figure 5-7. Mean SAT and ACT scores of entering freshmen for SSS and non-SSS institutions



SOURCE: Higher Education Surveys, *Survey on Retention at Higher Education Institutions* (HES 14), U.S. Department of Education, 1991 (unpublished tabulations, survey conducted in 1990).

Selectivity. While SSS grants are more likely to be found in large doctoral-granting institutions than in 4-year institutions that do not grant doctorates, they are less likely to be found at the most selective institutions in the country. Among the 57 institutions rated as highly selective in the *Chronicle Higher Education Data Book*, only 13 percent have SSS projects compared with 27 percent of open admissions schools (Figure 5-8).

Figure 5-8. Percentage of institutions having SSS grants, by institution selectivity: 1992



SOURCE: Data coded from the *Chronicle Higher Education Data Book*, 1990.

Tuition. Among public schools, little difference is found in average tuition between SSS and non-SSS schools (for example, average out-of-state 1989 tuition was $3,114 for non-SSS and $2,999 for SSS institutions). Among private schools, the average tuition at institutions with an SSS program was lower than that at non-SSS schools ($5,442 versus $6,555).

Percent Pell Recipients. Overall Pell grant recipients as a percentage of full-time enrollment was similar for SSS and non-SSS institutions (about 36 percent).

Admissions Policies

According to institution self-reported data as collected in the Higher Education Survey (HES) on Retention, nationwide about 40 percent of all higher education institutions are open admissions schools. SSS institutions only somewhat more frequently report that they have open admissions (44 percent of SSS compared with 38 percent of non-SSS schools; Table 5-3).

However, among non-open admissions colleges, SSS schools are much more likely to report that they sometimes waive admissions policies than are non-SSS schools (62 percent compared with 44 percent). SSS schools are also very much more likely to report that they sometimes accept and support marginal students (91 percent compared with 73 percent).

SSS institutions have a slightly lower percentage than do non-SSS institutions of students living on campus (28 percent compared with 35 percent) and of students enrolled full time (66 percent compared with 71 percent).

Table 5-3. Admissions policies at SSS and non-SSS institutions

Policy	Institutions		
	Total	SSS	Non-SSS
	(Percentage with policy)		
Accept all that apply/open	39%	44%	38%
Policies of non-open admissions			
Sometimes waive admissions policies	48	62	44
Set admissions standards so that students who meet them can succeed academically	90	84	92
Consider nonacademic factors such as student fit	58	42	62
Accept marginal students and provide support	77	91	73
Try to increase retention through admissions decisions	82	80	82

SOURCE: Higher Education Surveys, *Survey on Retention at Higher Education Institutions* (HES 14), U.S. Department of Education, 1991 (unpublished tabulations, survey conducted in 1990).

Services and Programs Offered by SSS and Non-SSS Institutions

A goal of the federal program is to foster a climate in which services to disadvantaged students will become institutionalized. A question of interest is the extent to which institutions that have SSS grants also have developed other programs and policies designed to provide services to disadvantaged students and increase retention.

Table 5-4 summarizes information from IPEDS on services offered by SSS and non-SSS schools, and Table 5-5 presents related data from the HES survey. These data indicate that SSS schools are somewhat more likely to have a variety of services than non-SSS schools and are somewhat more likely to report that they have tried new programs in the last 5 years. This relationship appears to hold even when institution size is held constant.

Table 5-4. Percentage of SSS and non-SSS institutions offering services

Service program	Institutions		
	Total	SSS	Non-SSS
JTPA	41%	52%	37%
Remedial programs	83	93	80
Academic and career counseling	96	99	95
Employment services	83	87	82
Placement services	83	87	82
Assistance for hearing impaired .	49	61	45
Access for mobility impaired ..	76	86	74
Access for visually impaired ...	50	64	47
On-campus day care	30	43	25

SOURCE: IPEDS analyses based on 694 SSS institutions and 2,850 total institutions.

For example, 93 percent of SSS schools report having remedial programs, compared with 80 percent of non-SSS schools. Among small colleges (those with under 2,000 enrollment), 93 percent of SSS schools report having a remedial program, compared with 75 percent of non-SSS colleges (Appendix Table B-8).

Sixty-one percent of SSS institutions report having services for the hearing impaired, compared with 45 percent of non-SSS schools, and 43 percent report on-campus day care, compared with 25 percent of non-SSS schools.

Percentages of institutions offering financial aid are very high for both SSS and non-SSS schools.

Examination of the HES retention survey data indicate that SSS institutions were somewhat more likely than non-SSS institutions to report trying new programs to increase retention in the areas of testing/performance assessment, help with multiracial environment, and career guidance (Table 5-5).

Table 5-5. Percentage of SSS and non-SSS institutions adopting new programs or modified existing programs to increase retention over the last 5 years: 1990

Program	Total	SSS	Non-SSS
Increase retention general	81%	85%	80%
Admissions programs	68	69	68
Testing/performance assessment	77	86	74
Help with academic difficulties .	91	93	90
Help with personal issues	70	75	69
Help with student finance	74	75	74
Help with multiracial environment	46	54	43
Identification of students likely to leave	55	53	56
Career guidance	73	81	71

SOURCE: Higher Education Surveys, *Survey on Retention at Higher Education Institutions* (HES 14), U.S. Department of Education, 1991 (unpublished tabulations, survey conducted in 1990).

Among schools having each of the service programs, SSS schools were also somewhat more likely to report that the programs had a high impact in several areas including admissions testing, help with academic difficulties, help with student finance, and identification of students likely to leave. Similar percentages of SSS and non-SSS schools reported high impact of programs designed to help with a multiracial environment (Table 5-6).

Retention

Despite the fact that SSS schools had lower mean SAT/ACT scores for entering freshmen, were slightly more likely to be open admission schools, and had a lower percentage of full-time students and students living on campus, the rates of retention to the second year as reported by the institutions for SSS schools were comparable to those for non-SSS schools. SSS schools averaged 73 percent returning, compared to 68 percent returning to non-SSS schools (Table 5-7). Overall retention rates for African-Americans were about 8 percentage points lower than those for the total population of students (62 percent compared with 70 percent for the total).

Table 5-6. Percentage of SSS and non-SSS institutions indicating their program to retain students had a great impact on retention: 1990

Program feature	Total	SSS	Non-SSS
	(Percentage with program indicating it had great impact)		
Admissions to improve student match	36%	38%	35%
Admissions/testing performance assessment	41	47	39
Help with academic difficulties .	54	61	51
Help with personal issues	35	40	34
Help with student finance	64	72	62
Identification of students likely to leave	17	25	15
Career guidance	30	28	30
Help with multiracial environment	29	29	29

NOTE: In SSS institutions, the programs cited here are not necessarily SSS funded or sponsored programs.

SOURCE: Higher Education Surveys, *Survey on Retention at Higher Education Institutions* (HES 14), U.S. Department of Education, 1991 (unpublished tabulations, survey conducted in 1990).

Table 5-7. Percentage of students returning the second year to SSS and non-SSS institutions, by race/ethnicity

Race/ethnicity	Total	SSS	Non-SSS
Total	70%	73%	68%
White	70	75	68
African-American	62	66	59
Hispanic	70	69	71
Asian	80	84	78
Native American	62	65	61

SOURCE: Higher Education Surveys, *Survey on Retention at Higher Education Institutions* (HES 14), U.S. Department of Education, 1991 (unpublished tabulations, survey conducted in 1990).

6. RESULTS OF THE 1991-92 SURVEY OF PROJECT DIRECTORS

The chapter addresses the question of how Student Support Services (SSS) projects are serving the eligible population and summarizes feedback supplied by SSS project directors on the issues faced by their projects in meeting student needs. The primary source of data is the survey of SSS project directors conducted in 1991-92. In addition, information on services is presented from performance reports completed by directors of projects for 1987-88. This performance report file was used to draw the sample of SSS projects for the project survey. Indepth case study information on services and issues from 28 sites is presented in Part II of this report.

Methodology of the Project Survey. Results from the project survey are based on a stratified random sample of 200 projects designed to be representative of the 600 mature SSS projects that were funded in both 1987 and 1990. Surveys were completed by project directors by mail or telephone over the period October to March of 1991-92. The response rate was 93 percent, and the data were weighted to produce national estimates. Topics covered in the survey included types of services offered, characteristics of students served, staffing, budget, project goals, and project directors' assessments of project strengths, impact of regulations, campus climate, and project needs.

Highlights

- About 28 percent of SSS projects were begun in 1975 or before. Those funded in the early years of the federal program are more likely to be in institutions that are 4-year and large, and also more likely to have 50 percent minority enrollment than those funded in more recent years. The vast majority of projects in 2-year institutions (81 percent) were first funded after 1975.
- The average number of participants per project is 232, with a slightly higher average number (254) in projects that have been in existence for at least 4 years.
- Upward Bound is present in about half of the institutions having SSS grants, and over two-thirds of the total 501 Upward Bound projects are in institutions that also have SSS. Talent Search is present in about one-quarter of SSS institutions.
- Almost all SSS projects offer counseling and tutoring in at least one subject. Most tutoring is done by peer tutors and most counseling by professional counselors. Three-quarters report offering some form of instructional services or courses as well as cultural or enrichment programs.
- On average, about 60 percent of participants receive some tutoring and over three-fourths receive academic counseling. About half receive financial aid counseling and personal counseling. Other services are received by fewer participants. Project staff believe that receiving help in passing a course or improving basic skills are the most common reasons that students participate.
- SSS projects serve a high proportion of groups underrepresented in colleges. About one-third of SSS students are African-American compared with about 9 percent of total undergraduates; about 16 percent are Hispanic compared with about 6 percent of the total undergraduates; and about 3 percent are Native American compared with .4 percent of total undergraduates. About 43 percent of SSS students are white compared with 80 percent of the total undergraduates.
- Women participate in SSS at a higher rate than men. Overall about 61 percent of SSS participants are female and 39 percent are male. Among undergraduates as a whole, about 54 percent are female and 46 percent are male.

- Most SSS participants are freshmen, including 55 percent of participants at 4-year institutions and 70 percent of participants at 2-year schools. However, project directors report that more than half the participants stay in the projects for more than 1 year.

- Just over one-third of projects (36 percent) reported there were students who were eligible and applied or were recommended for the program but were not able to participate because of lack of staff or space in the program.

- A typical SSS project has a full-time project director, a full-time tutor coordinator, 1-3 professional counselors, and 10-15 part-time peer tutors.

- At least three-quarters of the projects provide preservice and inservice training for their peer tutors.

- Almost half the projects (43 percent) see having an adequate number of staff as an area for improvement, making it the improvement need most often cited.

- The average extent of training is 5 hours.

- About 72 percent of projects have a full-time project director.

- In 1991-92, the average SSS grant was $163,384. The federal funds are the main source of support for almost all projects (95 percent). In addition, projects receive an average of 14 percent of their operating funds from institutional sources, with larger institutions likely to provide more than the average and smaller institutions likely to provide less.

- Among the federal rules for the projects, staff see meeting the full financial need of students the most difficult rule to achieve, and believe that the nonsupplanting requirement is the least useful to achieving their project goals. Project staff would also like to see funding cycles extended from 3 to 5 or 6 years.[15] They would also like larger awards and more emphasis on staff development.

Characteristics of SSS Projects

Year of Project Initiation. Figure 6-1 combines information from the project survey on the 600 projects funded in 1987 and 1990 with information on the total number funded in 1992 to arrive at estimates of the number funded in specific time periods. As shown in Figure 4-2, 704 projects were funded in 1992. Of these, an estimated 28 percent had been initiated in 1975 or before and have been in existence for over 15 years (Figure 6-1). The largest group (44 percent) began between 1976 and 1983, and about 14 percent began in each of the periods of 1984-87 and 1988-91.

Considering only those projects funded in both 1987 and 1990, the group represented in the project survey (Figure 6-2), we see that the older SSS programs (those funded in the first 5 years of the federal program, 1975 or before) were more frequently in 4-year and large institutions. They also were more likely to have 50 percent or more minority enrollment. Recent years have seen increased participation of 2-year and smaller institutions in the federal program (Table 6-1).

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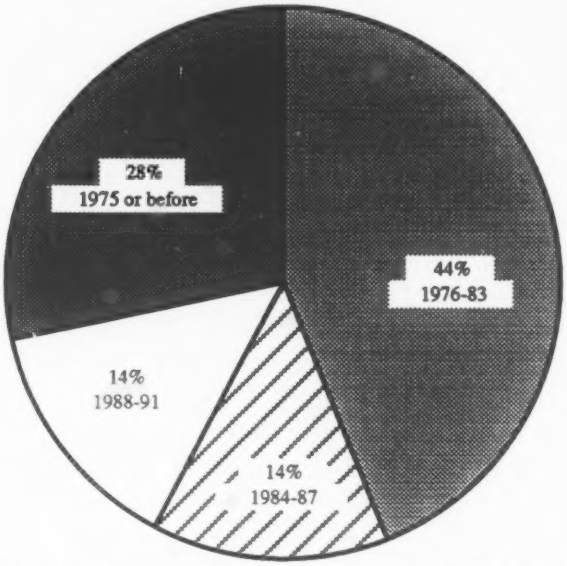
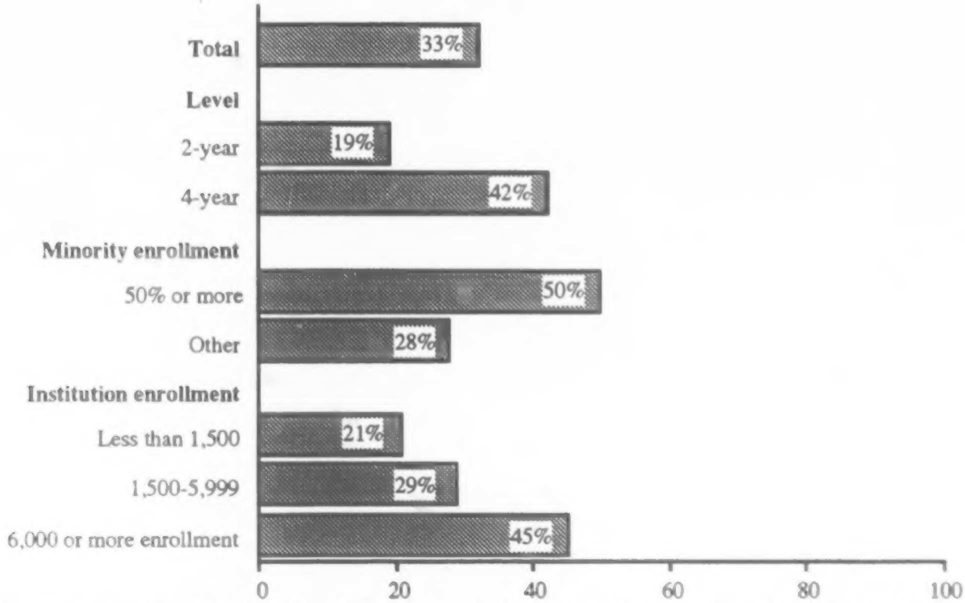
[15] In the most recent reauthorization the cycle was extended to 4 years for most projects, and 5 years to those ranked in the top 10 percent. The legislation also set higher minimum grant awards.

Figure 6-1. **Year Student Support Services (SSS) project was first awarded grant: 704 projects funded in 1992**



SOURCE: U.S. Department of Education, Planning and Evaluation Service, National Study of Student Support Services, *1991-92 Project Directors Survey*, and information from the Department of Education Grants Office .

Figure 6-2. **Percentage of SSS projects funded in 1975 or before (includes only those funded in both 1987 and 1990)**



NOTE: The project survey from which the data in this table were produced only included those projects funded in both 1987 and 1990, so that only "mature" projects would be represented. See Figure 6-1 for estimates of the total percentage of projects funded in 1975 or before (28 percent).

SOURCE: U.S. Department of Education, Office of Planning and Evaluation Service, National Study of Student Support Services, *1991-92 Project Directors Survey*.

SSS projects funded in 1975 or before were also more likely to serve 200 or more participants (Table 6-1). Forty percent of the projects serving 200 or more participants had been funded in 1975 or before, compared with 21 percent of those serving less than 200 participants.

In the 1990 recompetition, about 100 new projects were awarded grants. About 61 of those funded in 1987 were not reawarded grants in 1990. Of these, 12 did not reapply for grants, and 49 applied but were not refunded. In the 1993 recompetition, there were about 1,100 applicants. Almost level funding meant that there could not be an increase in the number funded. About 81 of the 700 projects funded in 1990 were not refunded in 1993 and 81 new projects were added. In 1993 about 12 of the projects will be new projects.

Table 6-1. Year institution first received Student Support Services (SSS) grant from U.S. Department of Education, by institutional characteristics (includes only institutions awarded grant by 1987 and re-funded in 1990)*

Characteristic	Percentage distribution of year project first received SSS grants		
	1975 or before	1976-83	1984-87
All projects	33%	51%	16%
Institution level			
Two-year	19	56	25
Four-year	42	48	10
Institution control			
Public	31	52	16
Private	38	46	16
Institution enrollment			
Less than 1,500	21	55	25
1,500 - 5,999	29	53	19
6,000 or more	45	47	9
Institution geographic region			
Northeast	26	55	19
Central	36	46	18
Southeast	36	48	16
West	28	63	9
Project size			
Less than 200	21	50	29
200 or more	40	51	9

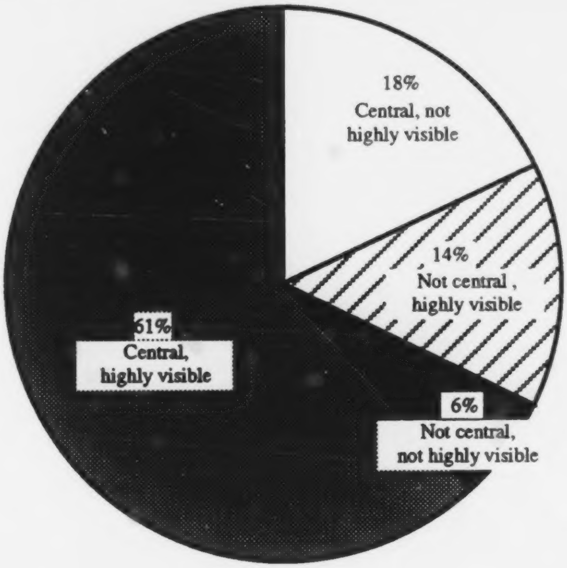
*Sample included only mature projects funded by 1987 and re-funded in 1990. In 1990 about 100 new projects were awarded grants. About 61 of the projects funded in 1987 were not awarded new grants in 1990; 12 of these did not apply for grants, and 49 applied but were not refunded. The total funded in 1992 was 704 institutions.

NOTE: Percentages may not add to 100 across columns because of rounding.

SOURCE: U.S. Department of Education, Office of Planning and Evaluation Service, National Study of Student Support Services, *1991-92 Project Directors Survey*.

Location of the SSS Projects. A number of projects have noted that it is important that students have easy access to the project on campus and also important for project staff that they be in a location where they can easily communicate and be integrated with other student service providers. With regard to visibility, staff of some projects think it is important to be highly visible, while others feel that low visibility is better to avoid stigmatization of students. When asked about location, most SSS projects (61 percent) reported that they were in both a central and a highly visible location on the campus. Another 18 percent were in a central location but were not highly visible, and 14 percent were in a noncentral location but were highly visible. Only 6 percent were in a location that was both noncentral and nonvisible. While having enough physical space was often an area of concern (see Figure 6-18), few projects mentioned their location on campus as problematic.

Figure 6-3. Percentage distribution of location of SSS project on campus: 1991-92



NOTE: Percentages may not add to 100 because of rounding.

SOURCE: U.S. Department of Education, Office of Planning and Evaluation Service, National Study of Student Support Services, *1991-92 Project Directors Survey.*

Presence of Other TRIO Programs at the Institution. We have seen in Chapter 5 that institutions having SSS projects are somewhat more likely to have other services for disadvantaged students. As indicated in Figure 6-4, and Table 6-2, almost half of the SSS projects also have Upward Bound at their institution. Among 4-year institutions almost two-thirds (62 percent) have Upward Bound. Talent Search is present in about one-fourth of SSS institutions. Since there are fewer Upward Bound and Talent Search projects than SSS projects (about 501 Upward Bound and 295 Talent Search in 1992), a large proportion of Upward Bound and Talent Search programs are present in SSS institutions.

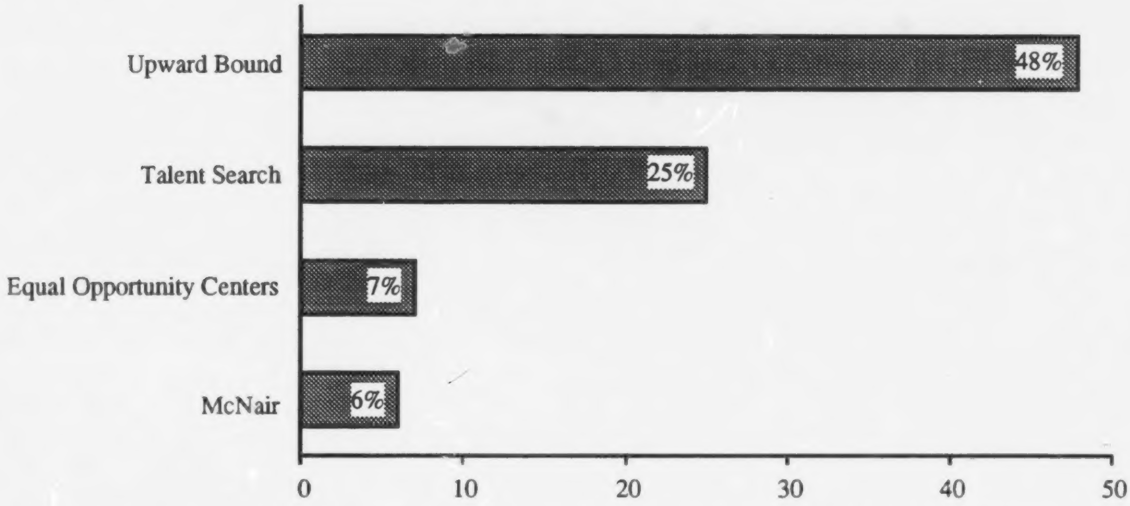
Table 6-2. Presence of other federal programs at SSS grant institutions, by institution level and control: 1991

Federal program	Percentage having program				
	Total	Type		Control	
		2-year	4-year	Public	Private
Upward Bound	48%	26%	62%	45%	56%
Veterans Upward Bound	3	2	3	4	*
Talent Search	25	18	31	23	34
Equal Opportunity Centers (EOC)	7	1	11	9	*
McNair	6	*	9	5	9
Other	10	10	10	12	2

*Less than 0.5 percent.

SOURCE: U.S. Department of Education, Office of Planning and Evaluation Service, National Study of Student Support Services, *1991-92 Project Directors Survey.*

Figure 6-4. Percentage of Student Support Services (SSS) institutions also having other TRIO programs: 1991-92



SOURCE: U.S. Department of Education, Office of Planning and Evaluation Service, National Study of Student Support Services, *1991-92 Project Directors Survey.*

Services Offered. While the SSS legislation and regulations do not specify which specific services projects should offer, there are certain services that virtually all SSS projects offer to some students (Table 6-3). About 98 percent offer some form of counseling, and 94 percent offer tutoring in at least one subject. Usually the tutoring is linked to specific course work. Over three-fourths (78 percent) offer instructional services or courses including labs and workshops and a similar percentage (77 percent) offer cultural and enrichment programs. The instructional services category includes noncredit courses and academic support such as supplemental instruction (SI).

With regard to counseling, over 90 percent did personal, financial aid, academic, and career counseling. Fewer, 37 percent, had peer counseling, and 47 percent had graduate school counseling.

The most frequently offered instructional service or course was study skills, offered by 63 percent. About 40 percent offered math and writing instructional services, and one-third, developmental English (Table 6-3).

Table 6-3. Percentage of SSS projects reporting offering service and mean number served by projects having service: 1990-91

Service	Percent reporting services received by at least one participant	Mean number served during year in projects having service*
Total served during the year	100%	254
Total served during typical week	100	117**
Instructional courses, labs, workshops, or services (includes noncredit courses or academic support)	78	**
Writing	40	97
Reading	41	89
Study skills	63	94
Developmental math	43	103
Developmental English	34	98
English proficiency	12	80
Other courses	19	80
Counseling	98	**
Personal counseling	95	129
Peer counseling	37	129
Financial aid counseling	90	153
Academic counseling	97	200
Career counseling	92	112
Graduate school counseling	47	43
Other counseling	15	70
Tutoring	94	**
Reading	13	6
Writing	18	12
Study skills	38	3
Math	50	48
English	35	30
Science	38	17
Other	45	45
General (all courses)	1	3
Cultural and academic enrichment programs	77	203

*One student may be counted under more than one service. Means exclude those projects not having the service and hence are higher than those in Table 6-4.

**Represents mean number served for 600 projects funded in 1987 and 1990. Mean total for SSS was 232 in 1990.

SOURCE: U.S. Department of Education, Office of Planning and Evaluation Service, National Study of Student Support Services, *1991-92 Project Directors Survey*.

Mean Number Served. Among the mature projects (those funded in 1987 and 1990) represented in our sample, the mean number served per project over the course of the 1990-91 year was 254 and the mean number served in a typical week was 117 (Table 6-3). Data from the project office on total number served indicate that among the total SSS projects for the same year, the mean number served was about 232 (see Table 4-1). The slightly higher mean number served in our sample reflects the fact that the mature projects tend to be slightly larger than newly funded projects.

Percentage of SSS Participants Participating in Service. Table 6-4 presents performance report information on the number and percentage of SSS students receiving service for projects funded in 1987 and 1990. Performance report data indicate that about 63 percent of SSS participants get tutoring in some subject through the SSS project. Among the different types of counseling, over three-fourths of participants get academic counseling. About half get financial aid counseling (51 percent) and personal counseling (49 percent). Over one-third (38 percent) get career counseling, and only 7 percent get graduate counseling, which would be most appropriate for upperclassmen. About 16 percent of SSS students are reported as having had peer counseling (Table 6-4). Cultural and enrichment programs are reported for 34 percent of SSS participants.

With regard to instructional services, performance report data indicate that about 3 to 15 percent of SSS students, depending on the subject, received instructional services for institutional credit as part of SSS participation. A larger percentage, 10 to 23 percent, depending on the subject, received academic support in the various subjects.

Table 6-4. Number and percentage of participants receiving service: 1988

Service	For institutional credit		For academic support	
	Number*	Percent of total SSS participants	Number*	Percent of total SSS participants
Instructional services				
Reading	16,400	11%	22,300	15%
Writing	14,900	10	25,300	17
Study skills	13,400	9	34,200	23
Mathematics	22,300	15	32,700	22
English	14,900	10	19,300	13
English proficiency	4,500	3	7,000	5
Other	8,900	6	14,900	10

	Number*	Percent of total SSS participants
Tutoring	93,700	63%
Academic counseling	113,000	76
Financial aid counseling	75,800	51
Personal counseling	72,800	49
Career counseling	56,500	38
Peer counseling	23,800	16
Graduate counseling	10,400	7
Cultural/academic enrichment activity	50,500	34

*Rounded to nearest 100.

NOTE: Based on a 1988 performance report data for 600 SSS projects funded in both 1987 and 1990. Percent indicates percentage of 148,666 students served by included projects.

SOURCE: U.S. Department of Education, Office of Planning and Evaluation Service, SSS Performance Reports, 1987-88

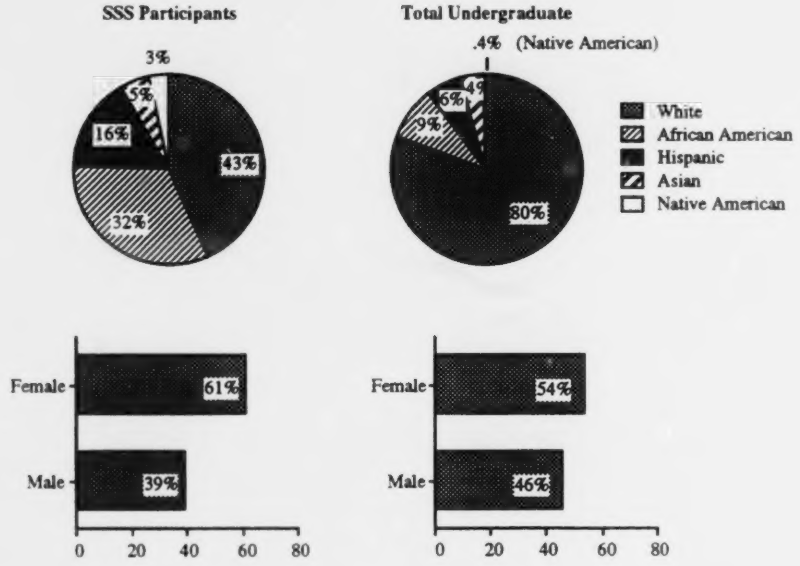
Characteristics of Students Served

Student Support Services projects provide information on the race/ethnicity and gender of students served in the yearly performance reports submitted by the projects. Figure 6-5 presents gender and race/ethnicity data for SSS students, and, by way of comparison, data are presented for the total U.S. undergraduate freshman population for a comparable year.

Race/ethnicity. From Figure 6-5, we can see that among SSS students, 43 percent are white compared with 80 percent of the total students, 32 percent are African-American compared with 9 percent of the total, 16 percent are Hispanic compared with 6 percent of the total, 5 percent are Asian compared with 4 percent of the total, and 3 percent are Native American compared with .4 percent of the total. These figures indicate that SSS is serving minority populations in proportions far greater than their representation among college freshmen as a whole.

Gender. Females are represented at disproportionally higher rates among SSS students than among the total student body. About 61 percent of SSS participants are female and 39 percent are male. Among the total undergraduates, about 54 percent are female and 46 percent are male.

Figure 6-5. Percentage distributions of SSS participants and of total undergraduate enrollment, by race/ethnicity and gender: 1988

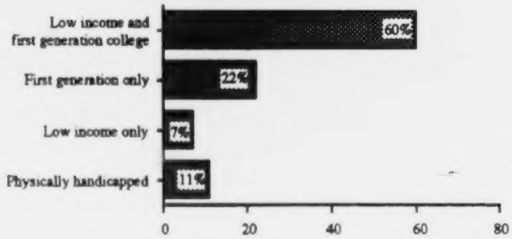


NOTE: Percentages may not add to 100 because of rounding.
SOURCE: IPEDS Fall Enrollment Survey, *Digest of Education Statistics*, 1991, table 175, and SSS Performance Reports, 1988.

Eligibility Criteria. Figure 6-6 presents the distribution from the performance report information relative to SSS eligiblity criteria. Overall, 60 percent of the SSS students were both low income (defined as at or below 150 percent of poverty) and first generation college (defined as neither parent has a 4-year college degree). An additional 7 percent are low income only and 22 percent are first generation only. About 11 percent are physically handicapped.

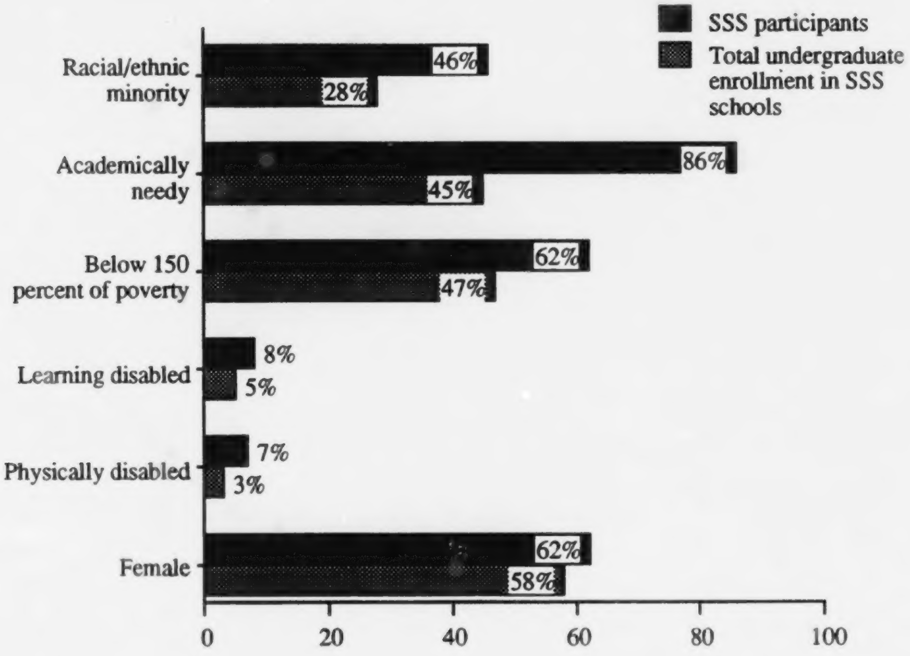
Comparison with Students at Their Institutions. On the project survey, the SSS project directors were asked to provide information on the percentage of SSS students in their program that had certain characteristics and the estimated percentage of students in their institution as a whole having these characteristics. From this data presented in Figure 6-7, one can calculate that SSS students were 64 percent more likely to be members of racial/ethnic minority, 91 percent more likely to be academically needy, 32 percent more likely to be low income, and 7 percent more likely to be female than the total population at their institution. They were also 60 percent more likely to be learning disabled and 133 percent more likely to be physically disabled than other students.

Figure 6-6. Percentage of SSS participants by eligibility criteria



SOURCE: SSS Performance Reports, 1988.

Figure 6-7. Project directors' estimates of mean percentage of SSS participants and of total undergraduate enrollment in SSS schools having selected characteristics: 1991



NOTE: In many schools exact figures were not available and best estimates were reported.
SOURCE: Data based on national sample survey of SSS project directors, 1991-92.

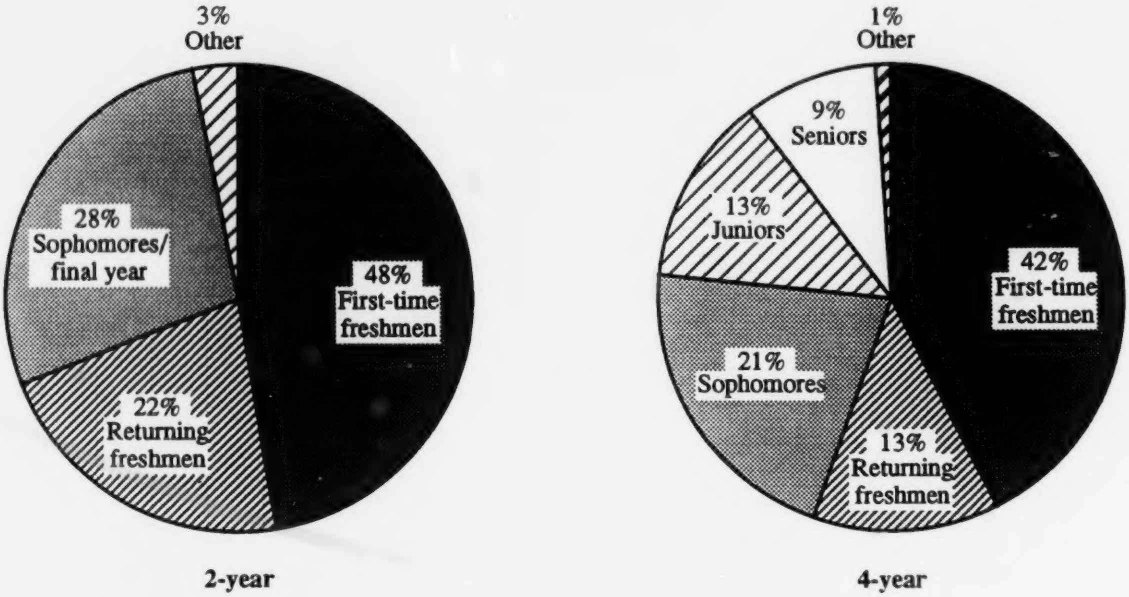
These data and that in the Baseline Survey report, which gives detailed data on the characteristics of SSS students and freshmen at their institutions and nationwide, demonstrate clearly that SSS as a program is serving students among the most academically and economically needy in the nation.

Academic Level of Students Served. In both 2- and 4-year schools, on average over 50 percent of SSS participants are freshman students (Figure 6-8). In 4-year institutions, on average 42 percent are first-time freshmen and 13 percent are returning freshmen. In 2-year institutions, 48 percent are first-time freshmen and 22 percent are returning freshmen.

In 4-year schools the percentage of SSS students who are upperclassmen declines for each year of schooling, with 21 percent being sophomores, 13 percent juniors, and 9 percent seniors. Except for the expected variation between 2-year and 4-year institutions, there was little difference in this distribution by other institutional characteristics.

Figure 6-8. Percentage distributing the academic level classification of students served by Student Support Services (SSS) project, by school level: 1990-91

Mean percentage of total served

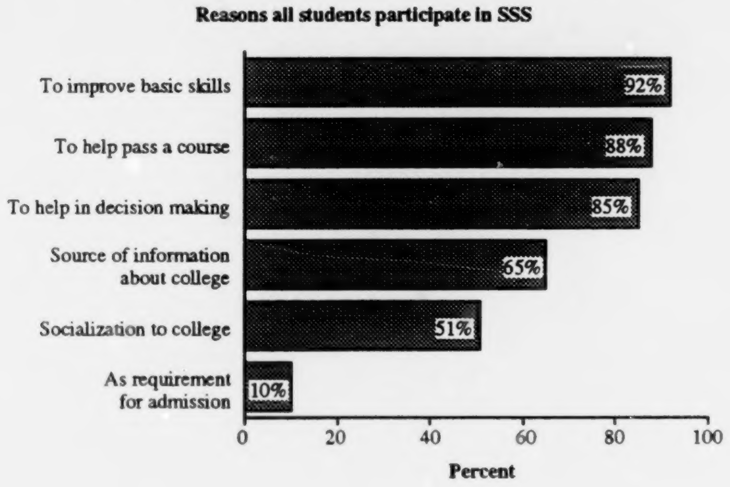


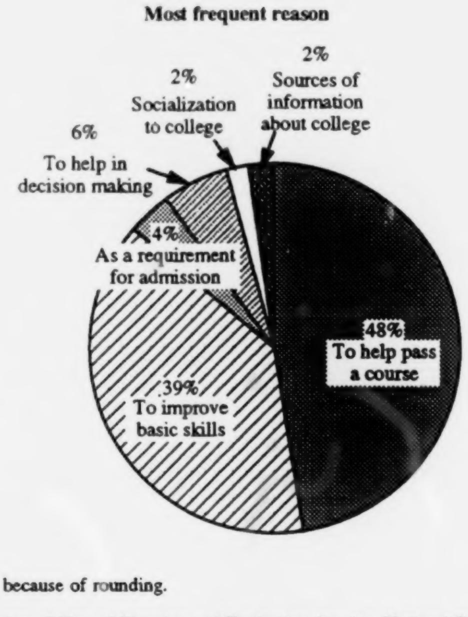
NOTE: Percentages may not add to 100 because of rounding.

SOURCE: U.S. Department of Education, Office of Planning and Evaluation Services National Study of Student Support Services, *1991-92 Project Directors Survey.*

Reasons Students Participate in the SSS Project. According to project directors, students participate in SSS for a number of reasons, including to improve basic skills, to help pass a course, to help in decision making, as a source of information, as socialization to college, and infrequently as a requirement for admission (Figure 6-9). Help in passing a course was chosen as the most frequent reason that their students participate by 48 percent of the projects, and 39 percent indicated that improvement in basic skills was the most frequent reason.

Figure 6-9. Reasons students participate in Student Support Services (SSS) projects: 1991-92





NOTE: Percentages may not add to 100 because of rounding.

SOURCE: U.S. Department of Education, Office of Planning and Evaluation Service, National Study of Student Support Services, *1991-92 Project Directors Survey*.

Participation as Condition for Admission. Only 4 percent of project directors indicated that students most frequently participated as a requirement for admission, and only 10 percent indicated that this was ever a reason why students participated. The percentage of projects indicating that the reason for participation was sometimes as a condition for admission was most frequent among 4-year private institutions (16 percent) and private institutions (15 percent; Table 6-5).

Table 6-5. Reasons students participate in SSS, by institution level and control: 1991-92

Reason students participate	Percent indicating this reason for participation				
	Total	Level		Control	
		2-year	4-year	Public	Private
As requirement for admission	10%	1%	16%	9%	15%
To help pass a course	88	90	86	89	84
To improve basic skills	92	90	94	93	89
To help in decision making	85	81	89	86	83
Source of information about college	65	57	70	66	60
Socialization to college	51	38	59	48	61

Most frequent reason students participate	Percentage distribution of most frequent reasons students participate				
	Total	Level		Control	
		2-year	4-year	Public	Private
As requirement for admission	4%	2%	5%	3%	7%
To help pass a course	48	44	50	52	33
To improve basic skills	39	39	39	37	49
To help in decision making	6	10	3	7	3
Source of information about college	2	3	1	1	4
Socialization to college	2	2	2	1	4

NOTE: Percentages may not add to 100 due to rounding.

SOURCE: U.S. Department of Education, Office of Planning and Evaluation Service, National Study of Student Support Services, *1991-92 Project Directors Survey.*

Student Recruitment into the Project. When specifically asked about student recruitment into the SSS program, almost all project directors (90 percent) indicated that the program was publicized on campus and students who needed services applied, and 93 percent reported that faculty referred students. About one-fourth of the project directors indicated that the admissions office making participation a condition of admission was sometimes a way in which students were recruited, and 53 percent indicated that the admissions office recommended certain students for participation (Table 6-6).

When asked to pick the one most frequent way students were recruited, 39 percent of projects indicated that publicizing on campus and students subsequently applying for services was most frequent, 10 percent that recommendation of the admissions office was most frequent, 10 percent that faculty recommendation was most frequent, and 5 percent that the admissions office making participation a condition of admission was most frequent. Over one-third (36 percent) indicated that some other way was most frequent. Among the other ways mentioned as ways of recruiting students were recruitment/placement as a result of the admissions testing process, speaking/recruitment at orientation, working with financial aid office, SSS staff becoming the academic advisor for a group of students who met the eligibility criteria, or placement of students meeting the eligibility criteria into a certain developmental course section taught by SSS staff. There were also other combinations of the above (see Chapter 7 for more detailed discussion of recruitment into the project).

Table 6-6. Student Support Services (SSS) recruitment and eligibility practices, by institution level and control: 1991

Recruitment/eligibility practice	Total	Level		Control	
		2-year	4-year	Public	Private
Does admissions office or financial aid office prepare list of eligible students	43%	36%	47%	39%	56%
Ways in which students are recruited					
Admissions office makes participation a condition of admission	24	15	30	23	26
Admissions office recommends participation	53	42	60	50	60
Program publicized on campus and students who need services apply	90	97	86	91	90
Faculty refer students who need services	93	98	90	95	88
Other	63	59	65	64	59
Most frequent way students are recruited					
Admissions office makes participation a condition of admission	5	4	6	6	4
Admissions office recommends participation	10	11	9	7	19
Program publicized on campus and students who need services apply	39	41	37	43	25
Faculty refer students who need services	10	17	6	11	7
Other	36	27	41	33	44
Who is eligible to receive services					
All students meeting the federal eligibility guidelines	46	49	44	44	53
Students meeting the federal eligibility guidelines and also selected for participation by admissions office or project staff	42	34	48	42	42
All students who request services are served by the project; those meeting federal eligibility guidelines are served by SSS funds	12	17	8	14	5

NOTE: Percentages may not add to 100 because of rounding.

SOURCE: U.S. Department of Education, Office of Planning and Evaluation Service, National Study of Student Support Services, *1991-92 Project Directors Survey.*

Lists of Eligible Students. Overall about 43 percent of projects had the admissions office or financial aid office prepare a list of eligible students. This list was more frequently prepared in 4-year than 2-year institutions (47 percent compared with 36 percent) and private than public institutions (56 percent compared with 39 percent).

Selection into the Project. About 46 percent of the projects indicated that all students meeting the federal eligibility guidelines were eligible for their institution's SSS services, and almost as many (42 percent) indicated that the students meeting the federal guidelines also had to be selected for participation by the admissions office or project staff. About 12 percent of the projects indicated that they served all students that request services in the project and those meeting the federal guidelines were served by SSS funds (Table 6-6).

Commitment to the Project. Almost two-thirds (66 percent) of the projects had a written statement of expectations for project participants, and 62 percent indicated that students were expected to commit themselves to the program for a certain length of time (Table 6-7). The mean length of time was about 1.5 years (79 weeks). Project directors reported that on average about three-fourths (74 percent) completed this participation. In a typical week about one-half of the total number served over the year participated in SSS services. The mean number of participants in a typical week was 122 per project.

Frequency of Use of Services. When asked on average how frequently students used the tutoring and counseling services, project directors estimated that students used tutoring about once a week and counseling about every 2 weeks. Detailed information on frequency of use is presented in the baseline study report, *Profile of Freshman Participants and Project Services: 1991-92*, (Volume II). This report includes data from service records from 28 sites participating in the indepth study. These data indicate that in the 1991-92 academic year, on average students receiving the service had 12 tutoring contacts and 7 counseling contacts. On average these services were received over a 4-month period for tutoring and a 5-month period for counseling. During the period in which a student actively participates, he or she does so on average 4 times per month for tutoring and 1.6 times per month for counseling. These later statistics are consistent with the project directors' report of tutoring once a week and counseling twice a month.

Excess Demand for Service. Just over one-third of projects (36 percent) reported that in 1990-91 (the year previous to the survey) there were students who were eligible and applied or were recommended for the program but were not able to participate because of lack of staff or space in the program. Among these 36 percent, the average number of students that were reported not able to participate was 127. Fewer 2-year than 4-year schools reported that they were not able to serve students due to lack of staff or space (29 percent compared with 40 percent). However, the average number of students that could not be served in these projects was larger among projects in 2-year schools than in 4-year schools (202 compared with 92 students).

Table 6-7. Student commitment to project, average usage of services, and level of excess demand, by institution level and control: 1991-92

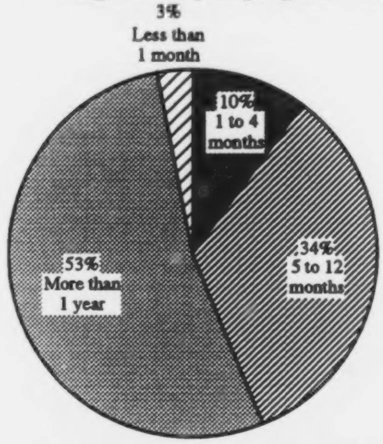
Commitment and use of services	Total	Level		Control	
		2-year	4-year	Public	Private
Percent having written statement of the expectations of the project	66	66	66	69	58
Percent expecting students to commit themselves to project participation for a specified length of time or number of sessions	62	50	70	60	67
Percent completing expected participation	74	71	75	73	76
Percent having eligible students unable to participate due to lack of staff or space	36	29	40	37	30
Mean number of students unable to be served among projects having excess demand	127	202	92	130	119

SOURCE: U.S. Department of Education, Office of Planning and Evaluation Service, National Study of Student Support Services, *1991-92 Project Directors Survey.*

Length of Stay in Program. On average project directors reported that about 53 percent of students stay in the program for more than 1 year, about 34 percent for 5 to 12 months, 10 percent from 1 to 4 months, and 3 percent for less than 1 month (Figure 6-10).

Number of SSS Staff. The mean number of total SSS staff for 1991-92 was 22 (4 full time and 18 part time; Table 6-8). Over half of these (13) were peer tutors. The typical SSS project has 1 full-time project director, 1 full-time tutor often in a coordinator role, about 10-15 part-time peer tutors, 1-3 professional full-time counselors (or sometimes part-time peer counselors), 1 or 2 part-time instructors usually supported only partially by the SSS grant, and 1 or 2 support or clerical staff. Depending on the size of the project grant and the service mix, this distribution varies, and total staffing may be larger or smaller.

Figure 6-10. Percentage distribution of average length of stay in program: 1991



SOURCE: U.S. Department of Education, Office of Planning and Evaluation Service, National Study of Student Support Services, *1991-92 Project Directors Survey.*

Table 6-8. Total and mean number of Student Support Services full-time and part-time staff: 1991-92

*Reflects weighted total for mature projects funded in 1987 and 1990.

Staff category	Full time for SSS project		Part time for SSS project		Total staff	
	Total*	Mean	Total*	Mean	Total*	Mean
Project director	442	.74	156	.26	598	1.00
Assistant director	68	.11	26	.04	94	.16
Coordinator staff	172	.29	61	.10	233	.39
Tutoring staff						
Professional	254	.43	693	1.19	947	1.63
Peer	20	.03	7,167	12.87	7,187	12.90
Counseling staff						
Professional	575	.97	224	.38	799	1.35
Peer	17	.03	795	1.37	812	1.40
Instructional staff	351	.59	443	.76	794	1.37
Any other service staff	58	.10	129	.22	187	.32
Support staff (secretarial, clerical)	405	.68	497	.84	902	1.52
Total staff	2,362	3.97	10,912	17.96	12,555	21.93

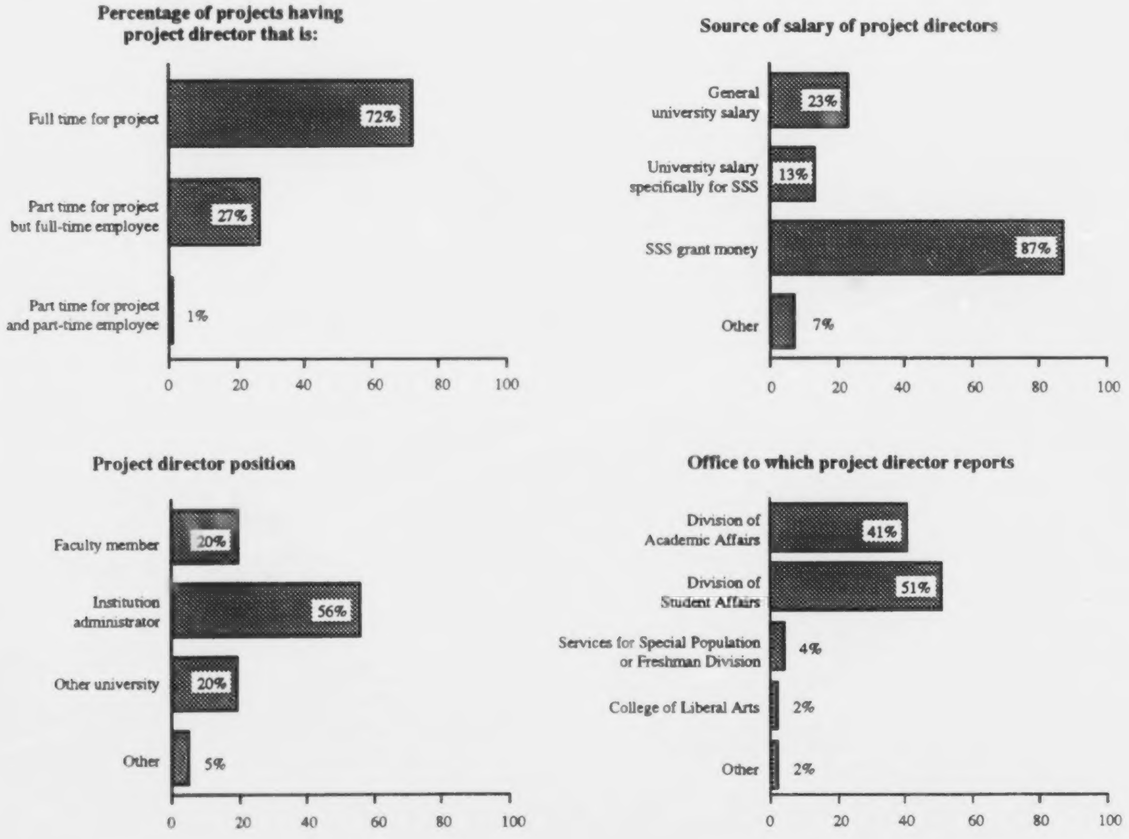
*Reflects weighted total for mature projects funded in 1987 and 1990.

SOURCE: U.S. Department of Education, Office of Planning and Evaluation Service, National Study of Student Support Services, *1991-92 Project Directors Survey.*

Project Director Characteristics. About 72 percent of the project directors were full time for the SSS project, 27 percent were full time for the institution but not for the SSS project, and 1 percent were part time for both the project and the institution (Figure 6-11). Usually those project directors that were not full time for SSS were involved in related activities, such as Director of Minority Affairs or Director of a Learning Center. In almost one-fourth (20 percent) of the cases the project director position was held by a faculty member, but in most cases it was filled by university administrator. About 41 percent of projects had project directors reporting to the Division of Academic Affairs, and about 51 percent had projects reporting to the Division of Student Affairs.

Only about 13 percent of SSS project directors had no part of their salary paid by the SSS grant; however, a number of project directors have more than one source of salary support. Eighty-seven percent had some support from the SSS grant, 23 percent had some support from a general university salary, 13 percent had some support from a university salary specifically for SSS, and 7 percent had other sources of salary.

Figure 6-11. Student Support Services (SSS) project director characteristics: 1991-92



NOTE: Percentages may not add to 100 because of rounding.

SOURCE: U.S. Department of Education, Office of Planning and Evaluation Service, National Study of Student Support Services, *1991-92 Project Directors Survey.*

Use of Peer Tutoring and Counseling Staff. Among those projects having tutoring, an average of about 67 percent of the tutoring was done by peer tutors, and among those having counseling, an average of about 26 percent of the counseling was done by peer counselors. Tutors were most frequently recruited from students (84 percent), graduate students (45 percent), faculty members (32 percent), and community professionals (37 percent).

Counselors were recruited from community professionals (32 percent), students (30 percent), faculty members (22 percent), and graduate students (20 percent; Table 6-9).

Table 6-9. Use of peer tutoring and counseling and groups from which tutors and counselors are recruited: 1991-92

Use and source of tutors and counselors	Mean percent				
	Total	Level		Control	
		2-year	4-year	Public	Private
Percent of tutoring service given by peer tutors**	67%	66%	67%	66%	69%
Percent of counseling service given by peer counselors**	26	24	26	28	19
	Percent of projects recruiting from the group				
	Total	Level		Control	
		2-year	4-year	Public	Private
Groups from which tutors are recruited					
Students	84%	79%	88%	83%	87%
Faculty members	32	39	28	32	32
Graduate students	45	26	56	48	34
Community professionals	37	48	30	39	31
Other	6	5	6	6	3
Groups from which counselors are recruited					
Students	30	14	40	28	36
Faculty members	22	28	18	24	13
Graduate students	20	13	24	23	10
Community professionals	32	35	31	32	35
Other	3	1	4	4	*

*Less than .5 percent.

**Those projects not having peer tutoring or peer counseling but having some tutoring or counseling were coded as 0 percent.

SOURCE: U.S. Department of Education, Office of Planning and Evaluation Service, National Study of Student Support Services, *1991-92 Project Directors Survey.*

Tutoring Program Characteristics

As indicated above, almost all SSS projects (94 percent) have tutoring as a service, either offered by the project alone or in coordination with other institutional services such as a learning center. Performance report data indicate that about 63 percent of SSS participants receive tutoring. Most of the tutoring is done by peer tutors, with 84 percent of projects having tutoring indicating that they recruit tutors from among students.

Tutoring is usually course or subject specific rather than basic skills related. Almost three-fourths of projects having tutoring reported they had preservice training for tutors, and 79 percent had inservice training (Table 6-10). For most projects (69 percent) the training was required. On average 5 hours of preservice training was provided. About two-thirds (68 percent) of projects with tutoring do monitoring of tutors, and 84 percent have regular meetings with tutoring staff. In 1991-92 peer tutors were paid an average of $4.80 per hour and professional tutors an average of $9.73 per hour (Table 6-11).

Table 6-10. Tutor training, meetings, and monitoring: 1991-92

Program characteristic	All	Level		Control	
		2-year	4-year	Public	Private
Percent of projects having training for tutors:					
Preservice	73	73	72	74	67
Inservice	79	68	85	77	85
Percent having preservice training that:					
Is required	69	63	72	69	68
Is optional	6	13	2	8	3
Do not have preservice training	25	24	26	23	30
Mean number of hours of preservice training	5	6	5	5	4
Percent having regular meetings with tutors	84	77	89	83	88
Percent having written reports that are:					
Encouraged	20	25	17	22	13
Mandatory	67	58	72	62	82
Not asked	13	17	11	16	5
Percent having monitoring	68	70	67	70	64

NOTE: Percentages may not add to 100 because of rounding.

SOURCE: U.S. Department of Education, Office of Planning and Evaluation Service, National Study of Student Support Services, *1991-92 Project Directors Survey.*

Table 6-11. Incentives and compensation for SSS tutors: 1991-92

Incentives and salaries	Total	Level		Control	
		2-year	4-year	Public	Private
Percent having incentive for tutors:					
Academic credits	3%	2%	4%	4%	**
Salary	99	98	99	99	98%
Tuition reimbursement	3	3	3	3	5
Special recommendations	71	66	74	69	77
Certificate recognition	37	40	36	39	33
Mean salary for:					
Peer tutors per hour	$4.80	$4.70	$4.86	$4.82	$4.75
Professional tutors per hour	9.73	10.37	9.25	10.57	7.72
Peer tutors per semester*	2,090	2,637	1,846	1,813	2,907*
Professional tutors per semester*	4,187	4,684	3,936	4,396	3,616*

*Quarter salaries converted to semester.

**Less than .5 percent.

SOURCE: U.S. Department of Education, Office of Planning and Evaluation Service, National Study of Student Support Services, *1991-92 Project Directors Survey.*

Over 90 percent of projects have either one-on-one or small group tutoring, and 46 percent have larger group tutoring (Table 6-12). When asked which type was most frequent, 75 percent reported that one-on-one tutoring was most frequent. The tutoring most frequently takes place in the SSS office (54 percent), but one-third of projects most frequently use another building, 9 percent the library, and 1 percent the student's home (Table 6-12).

Table 6-12. SSS tutoring program characteristics: 1991-92

Characteristic	Total	Level		Control	
		2-year	4-year	Public	Private
Percent having type of tutoring session:					
One-on-one	97	98	97	98	95
Small group	91	90	92	92	90
Larger group	46	42	48	47	41
Percent having as most frequent type of session:					
One-on-one	75	80	72	74	78
Small group	20	18	21	23	11
Larger group	5	2	7	3	10
Mean hours per week spent tutoring by tutors	10	11	10	11	9
Mean number of students per tutor	10	7	11	10	8
Percent having tutoring taking place at:					
SSS office	76	68	82	81	63
Other building	75	73	75	72	83
Student's home	9	5	11	8	11
Library	51	44	55	53	46
Other	8	6	9	6	13
Percent having as most frequent place:					
SSS office	54	52	55	59	37
Other building	34	38	32	31	44
Student's home	1	2	*	1	*
Library	9	7	10	7	16
Other	2	2	3	2	3

*Less than .5 percent.

NOTE: Percentages may not add to 100 because of rounding.

SOURCE: U.S. Department of Education, Office of Planning and Evaluation Service, National Study of Student Support Services, *1991-92 Project Directors Survey*.

Summer Programs. Three-fourths of the SSS projects had some type of summer program component (Table 6-13 and Figure 6-12). In the majority (58 percent) of projects the program was the same as the program during the academic year. In 19 percent of the projects there was a different type of service, and in 23 percent of the projects the service was the same but the intensity was different. About 22 percent of the summer programs were residential. It should be noted that most of the residential summer programs also had other sources of support, and SSS was usually one of several service providers involved in a summer residential program (see Chapter 7). Private schools were more likely to have SSS involvement in a residential program, with 40 percent of private SSS schools indicating they had a residential program. An average of 25 percent of the SSS students participate in the summer program. Among the types of different services in which SSS projects were involved in the summer are freshmen orientation, cosponsoring a residential or nonresidential summer bridge type program, and academic advising during the summer.

Table 6-13. Summer Student Support Services programs, frequency, and characteristics: 1991-92

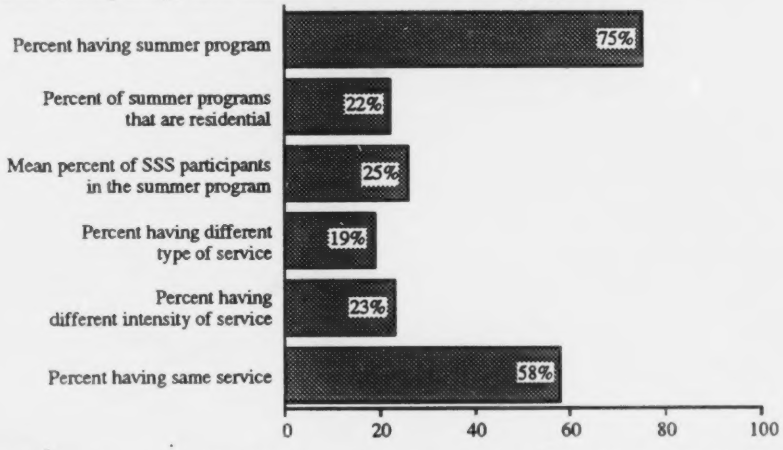
Characteristic	Total	Level		Control	
		2-year	4-year	Public	Private
Percent having summer program	75%	79%	72%	77%	68%
Percent of summer programs that are residential	22	7	32	17	40
Percent:					
Having different types of service	19	17	20	19	18
Having different intensity of service	23	16	28	21	30
Having same service	58	66	53	60	50
Mean percent of total SSS participants in the summer program	25	29	23	27	23

NOTE: Percentages may not add to 100 because of rounding.

SOURCE: U.S. Department of Education, Office of Planning and Evaluation Service, National Study of Student Support Services, *1991-92 Project Directors Survey*.

Level of Contact and Cooperation with Other University Offices and Groups. Among the groups listed in the questionnaire (see Figure 6-13), the financial aid office and college administration were the offices most frequently reported as having frequent contact with the SSS project staff. Eighty-three percent of projects indicated that contact was frequent with the financial aid office and 77 percent, with the college administration. About two-thirds indicated that contact was frequent with the admissions office and other supplemental service projects (65 percent and 63 percent, respectively). Just over half indicated that they had frequent contact with developmental English and math faculty. A large percentage (from 80 to 88 percent) of project directors rated the level of cooperation as high or very high with each office listed (Figure 6-13).

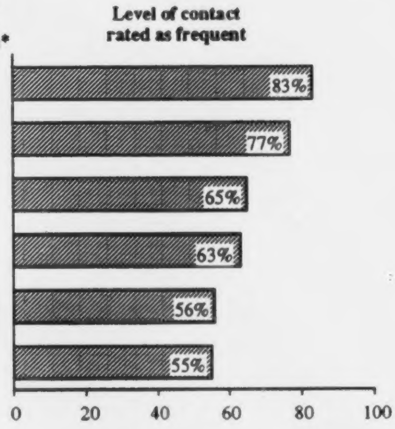
Figure 6-12. Presence, frequency, and characteristics of summer programs: 1991



SOURCE: U.S. Department of Education, Office of Planning and Evaluation Service, National Study of Student Support Services, *1991-92 Project Directors Survey.*

Figure 6-13. Level of contact and cooperation between SSS project staff and university offices/groups

Between project staff and:	Percent rating cooperation as very high or high*
Financial aid office	88%
College administration	87%
Admissions office	86%
Other supplemental service projects	84%
Developmental English faculty	80%
Developmental math faculty	82%



SOURCE: U.S. Department of Education, Office of Planning and Evaluation Service, National Study of Student Support Services, *1991-92 Project Directors Survey.*

Sources of Funding and Distribution of Expenses for SSS Projects. In 1991-92 the average SSS grant was $163,684 and the range was from $39,367 to $783,933 (see Chapter 4). The project survey collected data for the prior year (1990-91) for mature projects, which tended to be larger and have higher grant amounts. The mean grant size for this group was about $139,000. (In 1990, the mean grant size for the entire group of 704 projects was $129,000.) Large institutions (with enrollment over 6,000) averaged about $167,000, and small institutions (with enrollment less than 1,500) averaged about $116,000 (Table 6-14).

Table 6-14. Mean amount of SSS grant awards and total operating budget for mature programs, and percentage from institutional sources, by institution characteristics: 1990

Characteristic	Mean SSS grant award[1]	Mean project operating budget[1]	Mean percent from institutional sources[2]
All projects	$139,000	$155,000	14%
Institution level			
2-year	130,000	144,000	12
4-year	144,000	163,000	15
Institution control			
Public	144,000	162,000	14
Private	122,000	134,000	12
Institution enrollment			
Less than 1,500 . . .	116,000	122,000	7
1,500 - 5,999	125,000	134,000	12
6,000 or more	167,000	191,000	18
Institution geographic area			
Northeast	149,000	180,000	18
Central	136,000	170,000	16
Southeast	136,000	142,000	12
West	141,000	146,000	11

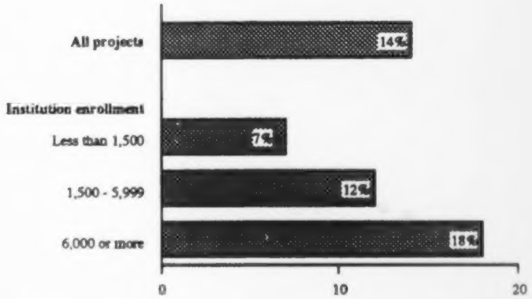
[1] Represents total only for 598 institutions funded in both 1987 and 1990. Total budget for SSS for 1990 was $90.9 million. Mean grant size for total 704 SSS projects was $129,000 in 1990.

[2] Excludes space contribution. Represents mean estimated percent reported by project.

SOURCE: U.S. Department of Education, Office of Planning and Evaluation Service, National Study of Student Support Services, *1991-92 Project Directors Survey.*

On average, projects reported a mean of 14 percent of total operating funds from institutional sources, and the total operating budget for the project was 11 percent higher than the SSS grant award (Figure 6-14). Larger institutions were more likely to have a higher mean percentage of funding from institutional sources than small institutions (18 percent for large compared with 7 percent for small institutions).

Figure 6-14. Mean percentage of operating budget from institutional sources, by institution enrollment: 1991-92



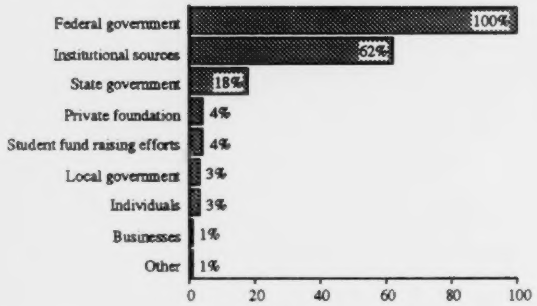
SOURCE: U.S. Department of Education, Office of Planning and Evaluation Service, National Study of Student Support Services, *1991-92 Project Directors Survey.*

About 62 percent of projects indicated that the institution was a source of funding (other than space) and 18 percent that the state was a funding source (Figure 6-15). The federal government was the major source of funds in 95 percent of projects; in the other 5 percent of projects, the major source was the institution.

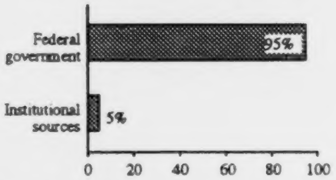
On average about 76 percent of project funding goes to salaries (20 percent to the project director's salary and 56 percent to other staff salaries). The other 24 percent is split between materials, transportation, training, and other expenses (Figure 6-16).

Figure 6-15. Sources of funds for projects supported by Student Support Services (SSS) grants: 1991-92

Percentage having funding source

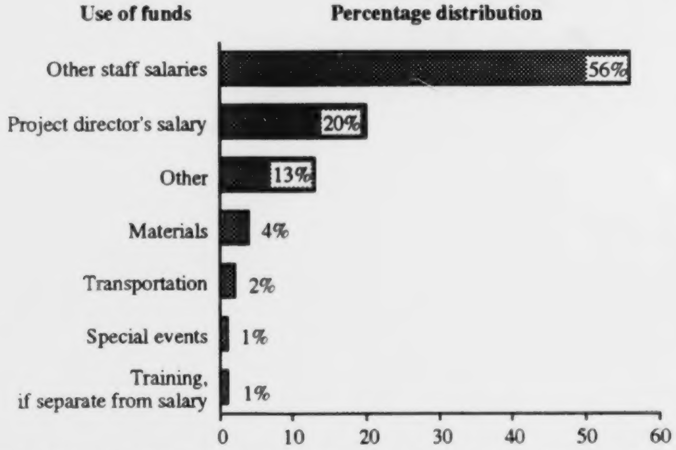


Percentage having source as largest source



SOURCE: U.S. Department of Education, Office of Planning and Evaluation Service, National Study of Student Support Services, *1991-92 Project Directors Survey.*

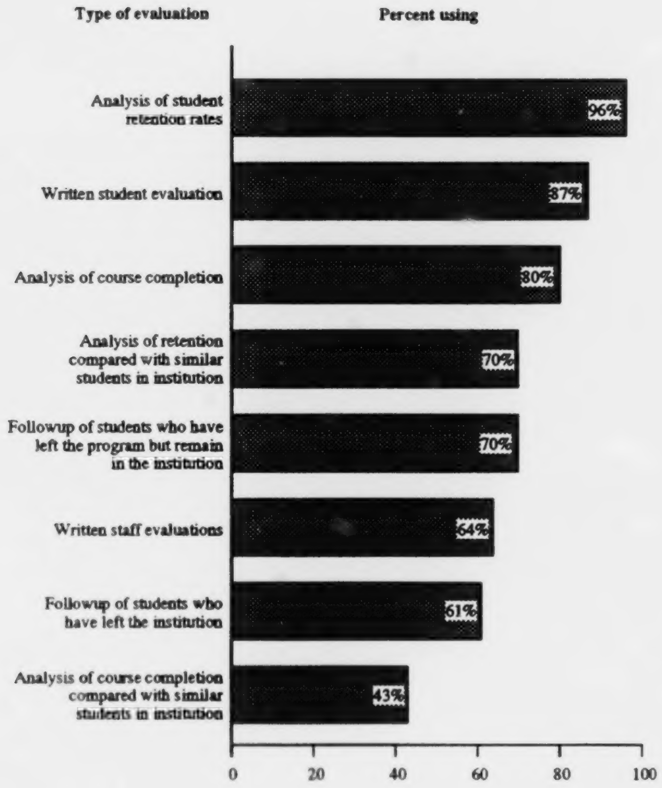
Figure 6-16. Distribution of Student Support Services (SSS) grant money: 1991



SOURCE: U.S. Department of Education, Office of Planning and Evaluation Service, National Study of Student Support Services, *1991-92 Project Directors Survey.*

Means Used To Evaluate Program Success in Meeting Goals. When asked means used to evaluate success in meeting goals, almost all projects (96 percent) indicated that they used student retention rates (Figure 6-17). Eighty-seven percent used written student evaluations, and 80 percent analyzed student course completion. About 70 percent used analyses of retention compared with similar students in the institutions, and 70 percent followed students that remained in the institution but had left the program. About 60 percent followed students who had left the institution. Fewer projects (43 percent) did analyses of course completion of SSS compared with similar students at the institution.

Figure 6-17. Means used by project to evaluate success in meeting goals: 1991-92

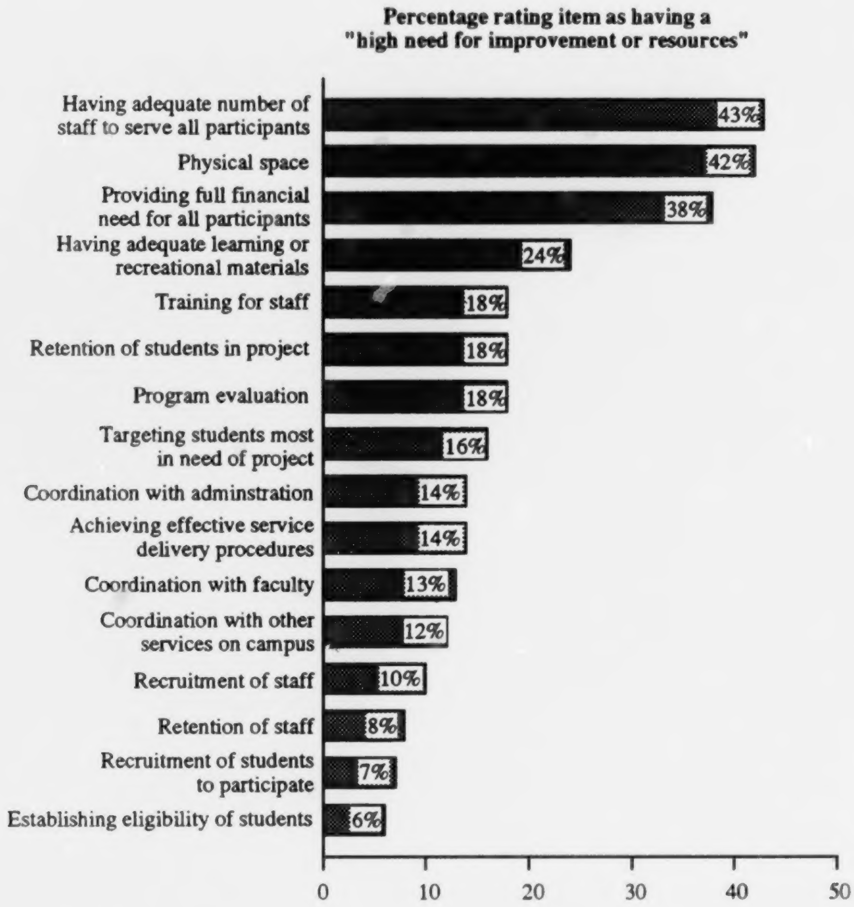


SOURCE: U.S. Department of Education, Office of Planning and Evaluation Service, National Study of Student Support Services, *1991-92 Project Directors Survey.*

SSS Project Needs and Outcomes

When SSS project directors were asked to evaluate areas of their programs as to whether they had a need for improvement or additional resources, having adequate staff to serve all participants, physical space, and meeting full financial need were the areas most frequently rated as having a high need (Figure 6-18).

Figure 6-18. Project directors' evaluation of project needs: 1991-92



NOTE: Respondents rated items on a scale of "1" to "5" with "1" being low and "5" being very high need for improvement or resources. Percents in figures are percent rating "4" or "5" on scale.

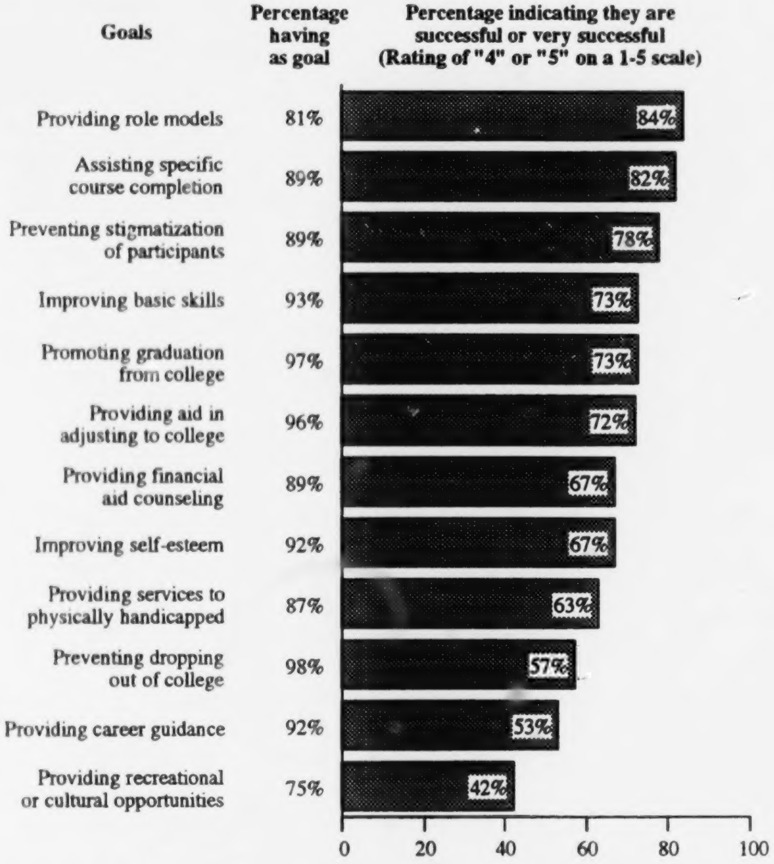
SOURCE: U.S. Department of Education, Office of Planning and Evaluation Service, National Study of Student Support Services, *1991-92 Project Directors Survey.*

When asked to evaluate their own success in meeting their program goals, project directors most frequently rated their projects as successful at providing role models (84 percent), assisting with specific course completion (82 percent), preventing stigmatization of participants (78 percent), improving basic skills (73 percent), and promoting graduation from college (73 percent; Figure 6-19). Projects less frequently rated themselves as successful at preventing dropping out of college (57 percent rated themselves as successful), providing career guidance, and providing recreational or cultural opportunities.

Evaluation of Federal Regulations

Projects were also asked to evaluate each of the major federal regulations in operation at the time of study (1991-92). On these issues, separate measures were obtained of perceptions of the level of difficulty and of an evaluation of the utility of the regulation to meeting the projects goals. A regulation may be difficult to meet but be of high utility to the project goals, or, conversely, the regulation may be easy to meet and of low utility.

Figure 6-19. Project evaluation of success in meeting goals: 1991-92



SOURCE: U.S. Department of Education, Office of Planning and Evaluation Service, National Study of Student Support Services, *1991-92 Project Directors Survey.*

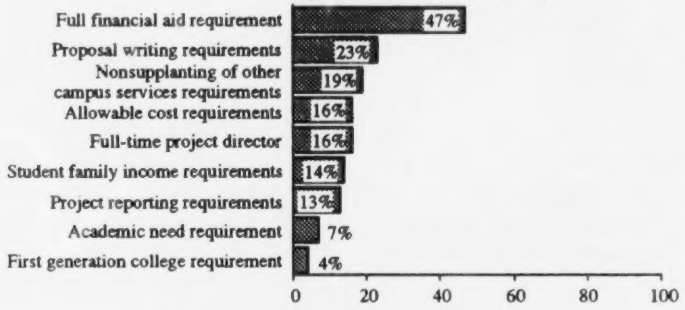
Level of Difficulty of Meeting Goals. When asked the level of difficulty of the regulations, the full financial aid requirement was most frequently rated as highly difficult with 47 percent of projects indicating that this was highly difficult to meet (Figure 6-20). Less than 25 percent of projects rated any of the other requirements as difficult (4 or 5 on a 5-point scale). Proposal writing and nonsupplanting were rated as difficult by 23 and 19 percent, respectively. The least difficult requirement was the first generation college, rated as difficult by only 4 percent of projects.

Utility of Regulations to Goals of Project. When asked about the usefulness to the goals of the project, the academic need requirement was most frequently rated as of high use (81 percent). This was followed by the full-time project director requirement, rated as of high use by three-fourths of project directors. About two-thirds of directors rated the first generation college requirement, project reporting requirements, student family income, and proposal writing requirements as useful. About half of directors rated the full financial aid requirement and allowable cost requirements as useful.

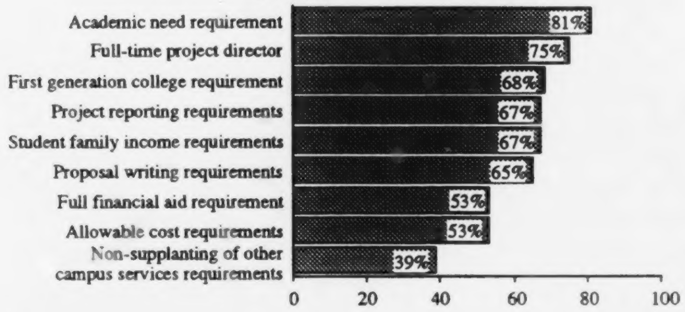
The requirement least frequently seen as useful to the goals of the project was the nonsupplanting or nonduplication of other campus services requirement. (Note, this regulation has been modified in the most recent authorizing legislation. See discussion in Chapter 4 and in Part II, Chapter 9.)

Figure 6-20. Evaluation of federal Student Support Services (SSS) regulations as to difficulty of implementing and usefulness to meeting goals of projects: 1991-92

Percentage indicating high difficulty of meeting (Rating of "4" or "5" on a 1-5 scale)



Percentage indicating high level of usefulness to goals of project (Rating of "4" or "5" on a 1-5 scale)



SOURCE: U.S. Department of Education, Office of Planning and Evaluation Service, National Study of Student Support Services, *1991-92 Project Directors Survey.*

Responses to Open-Ended Questions. Appendix Tables B-9 to B-13 present responses to open-ended questions in which project directors were asked to give suggestions for the Department of Education and to identify successful or problematic aspects of their programs. We discuss these responses below. Additional information on these issues is presented in the case study section of this report.

Suggestions for the Department of Education. When asked in an open-ended format for suggestions for the Department of Education on how the program could be improved, project directors gave a number of suggestions. These are listed in order of frequency in Appendix Table B-6-1. The three most frequently mentioned suggestions were lengthening the funding cycle from 3 to 5 or 6 years, increasing the funding level to serve more students, and placing more emphasis on staff development. The most recent legislative authorization was responsive to several of these concerns. The 1992 authorization changed the funding cycle from 3 to 4 years and to 5 years for those in the top 10 percent. The legislation also set minimum project funding levels to $170,000.

Other suggestions included changing the full financial need requirement. This has also been changed in the 1992 legislation from "required to meet" to "offer to meet" need. A number of suggestions had to do with flexibility in allowable cost requirements, with some projects wanting to have funding allowed for equipment such as computers.

A group of the suggestions had to do with better and quicker communications between the project and the Department of Education and among projects. Some called for more of a team approach and emphasis on collaboration rather than compliance. A few projects called for performance reporting software and streamlined reporting procedures. Some wanted more specific direction in certain areas that are of concern in the audits, such as a definition of duplication of services. At the same time there was a call for allowing more flexibility. There was also a suggestion for a national E-mail for SSS projects.

Successful or Innovative Aspects of Their Programs. Projects directors were also asked in an open-ended question format to identify successful or innovative aspects of their program. Many responded by mentioning their tutoring and counseling component, and some mentioned their use of peer tutors and occasionally peer counselors. Other projects noted their classes and workshops. Some noted the cultural and enrichment program. Some projects noted having reserved sections of English, math, or study skills taught by grant personnel with appropriate lab assistance. A number of project directors mentioned their summer component and some noted their linking of financial aid with successfully completing the summer program. Some mentioned supplemental instruction in which a group tutor attends class and then meets on a regular schedule with students in the project who are in the course.

One project director mentioned that they had demonstrated that it is possible for students who are homebound to acquire postsecondary education and become tax contributing citizens. Another noted that the availability of the staff members to all participants on an ongoing basis. Others noted their holistic approach that has resulted in higher self-esteem and involvement of students. Another mentioned having a comprehensive approach to service delivery that included an inviting atmosphere, individualized, multitracked contacts, and sending information to students on a regular basis. Others mentioned nonstigmatizing of participants. Intrusive advising was mentioned by a number of respondents. Another theme was early detection of students that need assistance.

A few noted their integration with other programs as a strength and that the isolation of the program would defeat the purpose. Others noted their increased ability to track retention and to focus on retention as a goal as an innovative aspect.

Aspects That Are Problematic

When asked in an open format to identify aspects of their program that were problematic, the most frequently mentioned aspects were student tracking and followup and the full financial need requirement (see Appendix Table B-10). Other aspects mentioned were limited funds for computers and other resources. Some projects noted that keeping high student participation was problematic, as was motivating students to get help when they need it. Others noted the need for more funds for staff and more training to enhance staff understanding of their role. Space and uncertainty of funding were also noted as problematic.

Resources. Our study was done at a time of recession and cutbacks at many public and private institutions. One respondent noted that the "state and institutional resources have been dramatically decreased causing problems with assurance of financial need." A respondent from the same project noted that their physical space had been cut and that there was a hiring freeze and attrition of key administrators that caused a slowdown and confusion of support services available to students. Other projects noted that they had no control over the provision of financial aid. Their students often apply late, after the aid has been distributed.

Duplication of Services. One project noted that there is not a clearly defined difference between TRIO/SSS students and the general student population. Many program interventions are being adopted college-wide, which gets them close to problems with the supplement-not-supplant provision. Many services such as tutoring, counseling, and basic instruction in reading and writing are offered within the college to all students. Additional clarification on this issue is needed.

Student Participation. While many projects sometimes have difficulty meeting the demand for services, student levels of participation were mentioned as problematic by a number of projects. One project noted that they had problem with "getting students to see the value of coming in for advice before difficultly develops into a problem." Another noted that "participation of students is sometimes reluctant at best." Others noted lack of participation in workshops and cultural events due to changing student demographics in which many students spend little time on campus when they are not in class. Full-time students may leave campus as soon as their last class ends to go to jobs or family responsibilities. Some projects have solved this problem by changing or increasing hours of operation, others by including mastery group tutoring sessions as part of the course requirements. Others have adopted more intrusive advising techniques in which early warnings are obtained by SSS staff and calls are made to students having difficulty.

Changes to Their Projects

When asked if there were things they had needed to change in the last 3 years in order to improve services, a number mentioned implementing a student tracking system and evaluations (see Appendix Table B-12). Others mentioned implementing intrusive or proactive advising and early detection of problems. Some mentioned adding study skills courses. Some mentioned extended hours or changing the time of services to evening since so many students work. Others noted more emphasis on preparing for transfer. Some projects mentioned becoming more focused in general. Others noted some change in focus, such as serving more ESL and refugee students. A few projects that had been focused on counseling noted developing more academic services. A few mentioned adding a computer lab. Others noted the implementation of training for tutors and other staff. Better service to the learning disabled was also mentioned. Some mentioned implementing career development services. Some mentioned greater student involvement in decision making, some, early detection of problems.

When asked what they would change if they could, the most frequent responses had to do with obtaining more staff, providing more remedial instruction, and needing a good tracking system. Some mentioned the need for more space. Some would increase the number served, and a few would reduce the number.

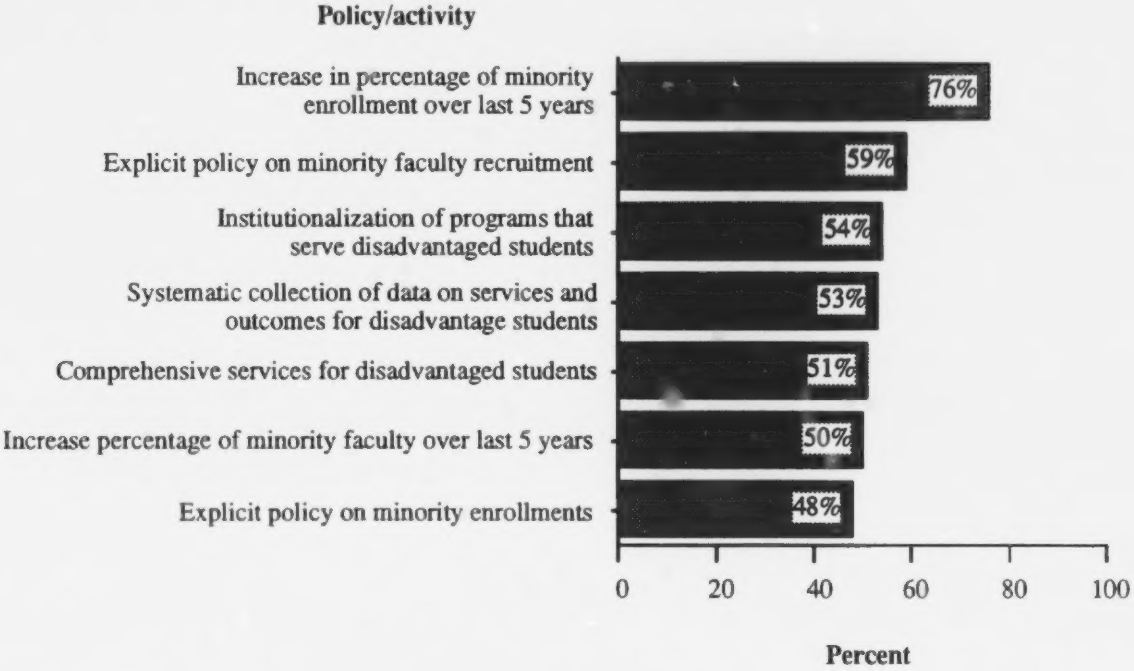
Institutional Policies and Procedures

Project directors were also asked a number of questions concerning the institutional policies and commitment to serving disadvantaged students. Figure 6-21 gives the percentage of project directors indicating that a listed policy or activity had occurred at their institution. With the exception of the percentage of minority enrollment (reported increased by 76 percent) and having an explicit policy on minority faculty recruitment (reported by 59 percent of institutions), most of the items were present in about half of the institutions. Fifty percent reported an increase in minority faculty in the last 5 years. Just over half (54 percent) of projects reported that their institution had institutionalized programs to serve disadvantaged students, and 51 percent reported the institution had comprehensive services for disadvantaged students. About the same percentage (53 percent) had a systematic collection of data on outcomes for disadvantaged students.

When asked to evaluate the institution's commitment to a series of policies or activities, over two-thirds of projects (69 percent) indicated that their institution had a high level of commitment to admitting disadvantaged students (Figure 6-22). Somewhat fewer, just under half, rated the institution as having a high commitment to several other policies relating to services and retention of disadvantaged students. Only about a third indicated that the institution had a high commitment to recruiting and maintaining a diverse faculty.

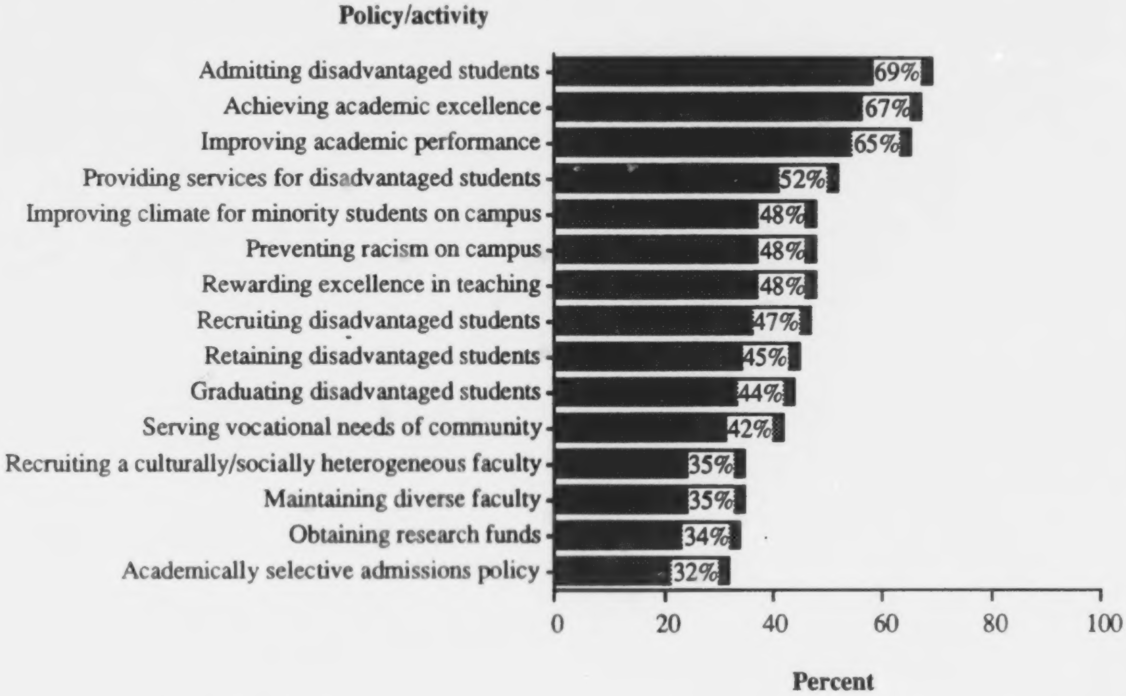
Chapters 7 to 9 of this report, the results of the case studies, discuss the issues in more depth.

Figure 6-21. Percentage of SSS institutions reporting that institution had policy or activity: 1991-92



SOURCE: U.S. Department of Education, Office of Planning and Evaluation Service, National Study of Student Support Services, *1991-92 Project Directors Survey.*

Figure 6-22. Percentage of SSS project directors rating institution as having a high or very high level of commitment to policy or activity: 1991-92



NOTE: Respondents rated policy/activity on scale of "1" to "5" with "1" being low and "5" being very high. Percents in figure are percent rating "4" or "5" on scale.

SOURCE: U.S. Department of Education, Office of Planning and Evaluation Service, National Study of Student Support Services, *1991-92 Project Directors Survey.*

7. THE NATURE OF STUDENT SUPPORT SERVICES PROJECTS

To understand the nature of SSS projects, we turn to information derived from the field research conducted as part of this assessment. During the 1991-92 academic year, the evaluation staff conducted 3- to 4-day site visits to 50 institutions, 30 of which operated SSS projects and 20 of which did not. The 30 institutions with SSS projects were selected from among the 574 in the continental U.S. that had operated SSS projects for more than 3 years and whose projects were not devoted exclusively to serving students with disabilities. Information on site selection can be found at the end of this report.[16]

The site visitors collected information in several broad categories:

- Basic institutional data on students (demographic and socioeconomic characteristics, academic ability), faculty/staff characteristics, and offerings. This information was designed to aid our understanding of the institutions' size, student body, range of offerings and mission, and need for the types of services SSS provides.
- Institutional policies that might affect the mix of SSS students and the likelihood of school completion. These policies included recruitment, admission, placement testing and developmental course requirements, core curriculum, probation and dismissal, financial aid, and faculty recruitment.
- Support services. Each site visitor attempted to map the nature and extent of services available to disadvantaged students and students with disabilities at the school.
- Institutional climate. Site visitors asked respondents their views about the school as an environment conducive to the education of minority students and students with disabilities.

In sites with SSS projects, additional project-specific information was obtained.

- SSS project staffing, services, operation, and location. Information was obtained on staff background, responsibilities, and years on the project. For each service, visitors obtained information on its nature, numbers of students served, typical amounts of service, and its relative role in the SSS project. The visitors also asked about record keeping and about project planning and evaluation. Physical location on campus and appearance of the facilities were also noted.
- SSS participants. Information was obtained on how students were recruited into and/or selected for participation, participant characteristics and outcomes, and project goals for student performance.
- The role of the SSS project and its staff in institutional affairs. Information was obtained on relationships between the SSS project, other providers of services, and faculty. The visits also explored the organizational placement of the project and the opportunities for SSS staff to affect institutional decision making.

This chapter explores the nature of the SSS projects along several dimensions. It describes typical SSS project types. It then examines each of the main SSS services in turn, considering it in both the overall (institutional) and SSS contexts. The chapter also describes who is likely to participate in the various types of SSS projects and for what duration.

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[16] Information in this report is based on data from 28 of the 30 sites with SSS projects.

Highlights

The Organization of Support Services

- Although SSS projects were often among the first services available on campus for disadvantaged students, at most institutions they are now one of several service providers. SSS funds now support only a limited part of the support service mix.
- SSS funds may be used to
    - Serve a limited group of students but offer several services (home base projects);
    - Deliver one major support service at the institution--although the project may also provide other services on a limited basis (dominant service projects); and
    - Provide most of the support services at the school--this is the case only rarely (all service projects).
- Organizationally, SSS funds may provide services through a separate SSS project, or SSS funds may be applied to support part of a larger service mix (blended projects).

The SSS Services

- Dominant service projects tend to focus heavily on tutoring, while home base projects are more likely to emphasize academic advising, with tutoring and other services provided on an as-needed basis.
- SSS-funded academic advising (also called academic counseling) focuses most heavily on assistance during the freshman year and is provided by professionals rather than peer advisors. It is usually offered in addition to academic advising offered by the institution, but is sometimes offered in lieu of institutional services.
- Career and personal counseling are not major SSS services. They are usually offered on an informal basis. Financial aid counseling is offered by most SSS projects, often through workshops.
- Most SSS-supported tutoring is provided by peers--usually more advanced undergraduate students at the same institutions. At some of the smaller institutions in the study, SSS provides the only free tutoring available at the school.
- A limited number of projects offer organized tutoring sessions for specific courses that are tied directly to instruction in the course. These are called supplementary instruction (SI) in this study. About half the schools visited offer SI, which is as likely to be supported by SSS as by the institution.
- All but a few of the schools in the study offer remedial courses, and some offer multiple levels of course taking. SSS support of such courses is limited primarily to 4-year institutions.
- In a limited number of schools, SSS also supports orientation or study skills courses. In far more schools, SSS offers workshops on study skills or related topics.
- SSS rarely administers residential summer programs prior to freshman year. In a few schools, it pays for a portion of such programs (such as a tutoring or counseling component).
- Transfer initiative SSS resources in 2-year institutions generally are used for additional academic advising.

SSS Clientele

- More than half the SSS projects visited use recruitment approaches that cast a wide net (wide recruitment projects). Some projects recruit widely, but the services they offer (such as SI for developmental courses) limit the clientele.

- Other projects use various client targeting mechanisms including focusing on special admits (who do not meet the institution's regular entrance requirements), minority students, or at-risk (lower achieving) students.
- Projects serve various groups disproportionately in relation to their numbers in the institutions, including freshmen, minority students, and women. At 2-year institutions, projects also appear to serve full-time students disproportionately.
- Students with disabilities are likely to receive tutoring from SSS projects, but counseling and other services from other providers on campus. Only in schools without a special office for students with disabilities is SSS likely to provide other services--on a limited basis.

Support Services Overview

The institutions visited in this study offer a considerable array of services in conjunction with their college-level instructional program. Although the range of services differs, certain core services are available at most institutions. Some of the services are offered, in whole or in part, through the SSS projects, but many services are available outside the SSS projects as well. With variations depending on size of institution, resources, and student body, the core services usually include the following:

Academic advising--assisting students to make educational plans, select appropriate courses, meet requirements, plan for graduation and further education, and the like. Most schools have some professional advisors for freshmen or other new students, but faculty advising is common once students have decided on majors.

Career information and employment assistance--helping students learn about career opportunities through written and computerized information, assess their career interests and capabilities, and make occupational plans. Providers may also hold job fairs, manage on-campus employer interviewing, and help students find temporary work.

Personal counseling--typically provided by a separate office in all but the smallest institutions, personal counseling is often limited to crisis intervention or to a dozen or fewer individual sessions. Persons requiring longer term help are commonly referred to community agencies. Group counseling may extend for longer periods--for a semester or even a school year.

Course tutoring (or other supplemental course assistance)--these services may be limited or extensive, ranging from ad hoc departmental assistance to large-scale learning centers equipped with computer-assisted instruction (CAI) or offering drop-in tutoring in multiple subjects.

Orientation sessions or courses for new students--these range from a half-day session that helps students register for courses to semester-long introductory credit-bearing courses that cover subjects from study skills to academic freedom.

Developmental or remedial instructional programs--commonly offered in three subject areas--reading, writing, and mathematics--and sometimes offered at varying levels of difficulty in each subject. Instruction is sometimes accompanied by labs or other supplemental assistance that reinforces classroom instruction. Not all schools offer developmental instruction, however. Some states prohibit particular public institutions from offering developmental programs, or limit state reimbursement for instruction.

Information workshops--institutions offer a range of short workshops or seminars (usually a half day or less) on topics ranging from stress management and test taking to drug or alcohol abuse.

Health services--although not examined in detail, most of the institutions visited offer some health services. These range from very limited nursing services and pharmaceutical discounts to extensive preventive and treatment care as well as counseling facilities.

Additionally, institutions offer at least a minimum amount of financial aid counseling as part of the financial aid application process.

Subsets of the institutions offer additional services aimed at particular students. These include offices or centers for a) specially admitted students, b) minority or underrepresented students, c) particular ethnic or racial groups (such as an African-American or an Hispanic Student Center), d) women (or displaced homemakers), e) students with disabilities, or f) veterans. A few institutions offer programs for minority students organized by a department or school such as a minority engineering or business program. In their most developed form, the services offered by these special offices or centers include academic, personal, and career counseling; course tutoring; intensive summer instructional programs (sometimes called "bridge" programs) prior to freshman year; support or discussion (rap) groups; employment assistance; and workshops in such areas as study skills, stress management, or test taking. Programs for specially admitted students may be accompanied by special student aid packages.

As we examine the SSS projects and services, it is important to keep in mind that, in almost all the institutions studied, SSS is a limited part of the support service mix (exceptions are noted in the discussion). Most SSS projects operate within that larger service environment, trying to provide needed services and meet federal nonduplication requirements. This chapter is organized around three basic dimensions that help to define the SSS projects--organizational structure, services, and clientele.

Organizational structure refers to the administrative arrangements and service delivery approaches of SSS projects. Most of the projects supported with federal SSS resources are separate operational entities, but a considerable minority of those visited are not. Further, not all projects share the same philosophy or approach to service delivery. Some projects focus on providing a home on campus for a group of students, while other emphasize the delivery of certain services school-wide.

Services are the overall activities the project provides--their nature, how much is delivered and by whom, and the rationale for a particular set of services. Where the SSS project is stand-alone, this section describes the SSS services alone, but where SSS is part of a larger entity (blended), the services section also explores the activities of that entity.

Clientele refers to who is recruited into, and served by, the SSS project. While some SSS projects serve all eligible takers, many carve out particular niches based on institutional needs and project preferences. Those niches help to determine the kinds of participants they attract.

The chapter describes general project types and commonalities in services and clientele. Nonetheless, every project visited operates somewhat differently. There is simply no way to do justice to the differences among projects without telling 30 separate stories.

The Structure of SSS Projects

Recent changes have introduced some modifications, but the law and rules for the SSS program reflect an assumption that organizationally most SSS projects will stand alone. Although the grantees are institutions, the SSS program calls for establishing projects at those institutions that select a (limited) set of participants, provide them with a mix of services, and assess the success of those services in keeping the participants in school. The stand-alone notion is reinforced by rules urging full-time project directors, complete participant lists at the beginning of the school year, or policies for determining who is in or out of a project. The image that the rules evoke is of a separate service provider, perhaps a campus home base for a group of eligible students. And while some SSS projects do, in fact, reflect that image, others do not.

There is considerable variety in the ways projects are organized and deliver services. Some SSS projects do, in fact, stand alone, but others provide resources (expressed as providing particular services or a certain percentage of funds or serving certain students) within a larger program. In addition, projects display quite different philosophies about the service approach that should be taken to help students stay in school. We can distinguish three main types of projects:

- **All Service Projects**. These projects are the main providers of support services at their institutions. They may not deliver all support services, as most institutions do provide faculty advising and assistance in applying for financial aid. But they are the main location for other services, including academic and personal counseling, tutoring, and sometimes developmental instruction. Some all service projects earn that distinction by default, because there are so few support service resources at the institution.

- **Home Base Projects**. These projects focus on serving a limited group of students. The group they serve may be defined solely by the federal SSS eligibility requirements--first generation, low income, disabled--but these projects often use additional methods to define their clientele. Home base projects tend to offer more intensive academic advising or other counseling than other projects, and some offer a service package with tutoring and other services as well.

- **Dominant Service Projects**. These projects specialize by delivering a major support service at the campus. Although they may also provide additional services such as advising to students who seek the main service, they concentrate heavily on providing one type of assistance widely. Most, but not all, of the dominant service projects visited focus on tutoring.

Not all projects fit neatly into one of these three categories. For example, some projects serve as home bases for some of their participants, but not for those who seek or receive only a single service or a limited amount of service. Some dominant service projects offer expanded services for some participants. Nonetheless, these characterizations provide a heuristic device for understanding how SSS projects are organized.

The Separate SSS Projects

A substantial majority of the SSS projects visited are distinct, separately operated service providers. Exhibit 7-1 shows the projects by type and major services. Most of the separate projects have a staff paid largely, or entirely, with TRIO funds, and clear project boundaries. The services these projects provide are largely independent of those offered by other providers rather than part of a larger service package. Their clienteles do not overlap systematically with those of other service providers. Nonetheless, being organizationally distinct does not necessarily mean offering the same mix of services or playing the same role at all schools. To understand better what it does mean, we can examine the organizationally separate projects using the service delivery types.

Separate All Service Projects. At two of the relatively small 2-year schools included in the study, an organizationally separate SSS project is effectively the major service program. *Except for faculty advising and financial aid advice, SSS is the main source of support services including tutoring and counseling*. In one case, SSS is also the main support for developmental instruction. One of these institutions has about 800 students and is located in a very poor community. In this institution, the SSS project seeks to attract students enrolled in remedial courses, encouraging them to take a study skills course taught by SSS personnel. The project is also the only source of tutoring at the school. Tutoring is mostly peer and focused on the developmental courses. For students who are attracted by the course or the tutoring, the project also tries to provide academic advising/counseling with multiple counseling sessions each semester. The school does have two other counselors but they provide information on admissions and financial aid primarily.

Exhibit 7-1. SSS service mixes and project types

Institutional characteristics and SSS project type*	Project services (numbers are estimates of service's rank in project, 1 is highest)					
	Academic advising	Other counseling	Tutoring	Supplemental instruction	Developmental classes	Study skill, orientation, other classes
Two-year, public, open admit, 8,000 students, 69% part time (S, HB)	1 (tracks progress)	2	2 (some professional)			
Two-year, public, open admit, 7,900 students, 65% part time (S, DS)	2	2	1			
Two-year, public, open admit, 3,600 students, 70% part time (S, DS)	2	3	1			
Two-year, public, open admit, 14,000 students, 64% part time (S, HB)	1 (tracks progress)	2	2			
Two-year, public, modified open admit, 800 students, most full time (S, HB)	1 (tracks progress)	2	2 (soph. year, upper-division tutors)	1 (developmental math)		1-2, (SSS sections)
Two-year, public, open admit, 1,300 students, 66% full time (S, DS)	3	3	2	1 (all developmental courses)		
Two-year, public, open admit, 4,800 students, 70% part time (S, AS)	2	2	1		1 (SSS sections, FT SSS staff provides)	2 (all sections)
Two-year, public, open admit, 13,000 students, 66% part time (was B, DS; in transition)	1	3	1 (multiple $ sources)			
Two-year, public, open admit, 3,000 students, most part time (was B, DS; in transition)	1 (tracks progress)	3	1			
Two-year, public, open admit, 6,500 students, 60% full time (B, DS)	1 (LD) 2 (others)	2	1 (some upper-division tutors)			

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*Enrollment data are head counts in most cases.

Exhibit 7-1. SSS service mixes and project types--continued

Institutional characteristics and SSS project type*	Project services (numbers are estimates of service's rank in project, 1 is highest)					
	Academic advising	Other counseling	Tutoring	Supplemental instruction	Developmental classes	Study skill, orientation, other classes
Two-year, public, open admit, 13,000 students, 52% full time (B, DS)	3	2-3	1 (upper division and professional tutors)			
Four-year, public, traditional admit, 5,000 students, 80% full time (S, HB)	1 (at risk, tracks progress) 2 (others)	2	3 (professional)	1 (SSS sections)	1 (SSS sections, FT SSS staff provides; others pay extra for classes)	2 (college writing-SSS section)
Four-year, private, liberal admit, 1,600 students, 75% full time (S, HB)	1-2 (tracks progress)	3	1			
Four-year, public, liberal admit, 1,300 students, 84% full time (S, DS)	2	3	1			
Four-year, public, selective, 34,000 students, most full time (B, HB)	2 (EOP tracks progress)	2		2		1 (SSS sections)
Four-year, private, liberal admit, 3,200 students, 63% full time (B&S, HB)	1-2	2	1 (professional)		1 (SSS sections, PT staff, teaches other sections)	
Four-year, public, open admit, 3,500 students, 85% full time (S, HB)	2	2	1			
Four-year, public, selective, 8,000 students, most full time (B, DS)	3	3	1 (others pay for service)			
Four-year, public, open admit, 6,500 students, 80% full time (S, HB)	2	3	3	1	1 (SSS sections, FT SSS staff provides)	1 (SSS sections, also some credit math)
Four-year, public, selective, 6,600 students, 75% full time (B, HB)	2 (LD) 0 (others-EOP tracks progress)	3 (LD) O (others)	1 (professional tutors, multiple $ sources)	1 (professional instructors)	1 (all)	2 (various short-term courses)

Exhibit 7-1. SSS service mixes and project types--continued

Institutional characteristics and SSS project type*	Project services (numbers are estimates of service's rank in project, 1 is highest)					
	Academic advising	Other counseling	Tutoring	Supplemental instruction	Developmental classes	Study skill, orientation, other classes
Four-year, public, moderately selective, 17,500 students, 72% full time (S, DS)	2	2	1	2		
Four-year, public, open admit, 11,500 students, 58% full time (B, AS)	2	1 (subset) O (others)	1 (some professional tutors)	1 (some professional instructors)		
Four-year, public, moderately selective, 25,500 students, 66% full time (S&B, HB)	1	2	2 (multiple $ sources)	1 (multiple $ sources)		
Four-year, private, liberal admit, 1,000 students, 83% full time (S, HB)	2	3	1			

KEY: S = Separate
FT = Full time
PT = Part time
B = Blended
AS = All Service
$ = Funding
HB = Home Base
EOP = Educational equity/opportunity or related program
DS = Dominant Service
LD = Learning Disabled
HB = Home Base

At the other institution, which is somewhat larger, SSS also focuses on students in developmental courses, although it serves others as well. It supports part of the costs of placement testing and the developmental course sections attended by SSS-eligible students, and has funded two developmental instructors during this study year. With approximately 2.5 personnel devoted to the function, it is a critical source of counseling. It offers one or more counseling sessions depending on student need, with referral to outside agencies for long-term help. The school has only one other full-time counselor for almost 5,000 students. The SSS project also operates a tutoring service with 15 peer tutors, each of whom works about 15 hours a week. If it had more resources, the project would probably add a specialist for learning disabled students. SSS is quite visible at this school and viewed by top administrators as critical to the school's operation.

Not surprisingly, the separate all service projects tend to serve relatively large numbers of participants, both in relation to the size of the grant and of the institutions' student bodies. At the very small school, where most students attend full time, about a third of the student body receive some service through the project. At the somewhat larger school, only 10 percent of the student body are served, but because SSS participants are more likely to be full-time students and the school has a largely part-time student enrollment, the percentage of full-time students served by SSS is higher. The per-participant SSS expenditures at these schools are $423 and $455, respectively. In other words, all service projects are spreading resources somewhat thinly to compensate for the lack of other services.

Separate Home Base Projects. The majority of the stand-alone SSS projects may be placed in this category. *Separate home base projects largely reflect the mixed-service and participation model embodied in legislation and rules, although there is considerable variation in project clienteles.* Because they usually provide multiple services, separate home base projects tend to serve relatively small numbers of students. In some of these projects students remain throughout their tenure at the school; in others, services are geared primarily to the freshman year.

One example of a separate home base project is an SSS project at a small, private 4-year institution with a liberal admission policy. At that institution, students who are considered at high risk of not completing college because of poor high school performance or low entrance exam scores are assigned to the SSS project as a condition of admission. The project also attracts some additional students who are seeking its tutoring services. The SSS project provides intensive academic advising to make sure students take a freshman year program of studies that will include necessary remedial instruction, fulfill school requirements, and not overwhelm them. It checks with faculty at mid-term to track student progress and calls each student in for a conference at that point. The project also provides tutoring as needed. It has a relatively small number of participants (about 150), most of whom stay in the project for 2 years.

A somewhat different type of separate home base project is found at a medium-sized community college. This project attracts students by advertising its services at registration and receiving referrals from counselors and faculty, but a major source of new participants is students already in the project. The project director serves as an unofficial campus director of minority affairs and an advocate for African-American students. As a result, the project attracts many minority students (about 75 percent of participants) on a campus at which only about 15 percent of the students are members of minority groups. In addition to intensive counseling, tracking of student progress, and tutoring, the project offers a black male support group and has building the self-esteem of participants as one of its major aims. This project also serves a relatively small number of students (about 190), and more than half the participants return each year.

Overall, separate home base projects are more likely to be found in smaller institutions, although there are notable exceptions. At one moderately selective state university campus with 14,000 students, the SSS project is the main source of intensive academic advising and support counseling for freshman "special admits." Although they are not required to participate in SSS, special admits are required to attend a summer bridge program. During that program, the SSS staff provides an orientation and encourages eligible students to enroll in the project. About half the participants do so. One reason that a separate SSS project can be the main source of services for special admits in an institution this large is that their number is small--5 percent of entering freshmen--compared to other large schools in the study. Another reason is that the institution provides about 30 percent of the resources for the project. Nonetheless, in the past year the institution has established another project, modeled on SSS, to address the needs of comparable students who do not qualify for SSS.

One large state university has established a school within a school for about 800 disadvantaged special admit students. Within that environment, the SSS project seeks out students with the greatest academic need or with disabilities. It provides a structured freshman year experience with intensive academic advising, counseling, a survival skills seminar, and weekly study groups. Students may see advisors as often as every 2 weeks during the first semester. During the sophomore year, student contact with counselors is somewhat reduced, although advising and tutoring continue and supplemental instruction (SI) is added.[17] In this project, the institution contributes about a third of the funds.

Because they serve a small group intensively, separate home base projects usually require SSS staff to identify a subgroup of students in greater than average need of intensive advising/counseling and other services. Identifying such a group is most easily accomplished in (smaller) selective or moderately selective institutions with limited numbers of students who do not meet desired admission criteria. In open admission 4-year or 2-year institutions, which often have fewer overall resources and greater pressures on SSS projects to serve everyone, it is somewhat more challenging to establish home base projects. The SSS project must establish, formally or informally, criteria for selecting a clientele that will limit the potential population and serve a justifiable need (since services are rationed). Among the student subgroups served in the sites visited were students in developmental offerings, minority students, and students with the poorest scores on entrance or proficiency exams.

Given their intensive academic advising/counseling, additional tutoring or other services, and relatively small numbers of participants, *home base projects (separate or not) typically cost considerably more per participant than all service projects* (or than the dominant service projects discussed next). For the four projects just described, the per-student costs were approximately $700, $640, $870, and $872, respectively.

Separate Dominant Service Projects. Separate dominant service projects are characterized primarily by the service(s) they provide. *These projects fill critical service gaps at the institutions in which they are located. In many cases they are either the only or the chief source of the service, and that service is most commonly tutoring or supplemental instruction.* Although they may also provide some advising or other elements of a home base project for participants, they attract students, and serve primarily to provide participants, with the tutoring or other dominant service. *Separate dominant service projects are more likely to be found in small and medium-sized schools where much of the population is SSS eligible.*

In one small 4-year school, for example, SSS is known locally as the Tutoring Center and provides peer tutoring in developmental courses as well as languages, history, accounting, chemistry, economics, psychology, math, and political science. While the students are attracted by the tutoring, the project also provides personal counseling and other assistance as well. About a third of the participants are freshmen, but the project serves students at all grade levels.

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[17] Supplemental instruction is discussed later in the chapter. It generally refers to formal small group tutoring/instruction sessions attached to regular courses.

At another medium-sized state university campus there are both SSS and non-SSS tutoring opportunities, but the non-SSS tutoring is fragmented--departmentally based and unevenly available across departments. SSS is the only centralized source of tutoring help. The SSS project provides individual and group peer tutoring sessions, with the average participant receiving 3 hours per week. Participants also are helped to draw up 4-year curriculum plans when they enter tutoring, but the project does not provide intensive advising thereafter. There is now a university plan to form an institution-wide tutoring center, but the role of SSS in that center was not resolved at the time of the site visit. About 30 percent of the participants in this project are freshmen, with the rest equally divided among sophomores, juniors, and seniors.

Supplemental instruction for developmental courses is the main service at a one small community college in a very poor community. The SI is required as part of the developmental program at the school, but virtually all developmental education participants qualify for SSS. In conjunction with SI, the project also provides limited peer tutoring, but it is the main tutoring source on campus. This project serves first-year students almost exclusively.

Dominant service projects try to serve as many needy students as possible, given the constraints of funds and the federal eligibility requirements. They invariably serve more students than they agree to serve in negotiations with the federal SSS office. Probably more than other projects, they attract students by advertising their services, and they are more likely to report that they turn students away. Some of the dominant service projects have arrangements with institutional officials by which the institutions support service costs for the small number of students seeking services who do not qualify for SSS. Per-student costs in the projects described in this section are $490, $571, and $440, respectively.

Hybrid Projects. As noted at the outset, not all separate projects fit neatly into one or another of the three categories. Some projects are hybrids, with elements of both home base and dominant service types. Hybrids occur when projects offer a set of more intensive services (a home base) for a subgroup of participants, such as students with learning disabilities or conditionally admitted freshmen, while providing most or all of a particular service at the campus, such as supplementary instruction, to others. Although they do not always think of themselves this way, some hybrids are umbrella projects with two or more subprojects, each with a distinctive clientele and services.

One such project is located at a medium-sized branch campus of a large state university. The SSS project offers intensive advising and counseling for conditionally admitted freshmen who constitute about a third of the participants. Project staff are active in the admissions process that identifies these students. For most participants, however, the main project service is SI for large freshman courses and subsidized developmental instruction, for which it is the only source at the school. In another large community college, the main SSS project offers a home base for minority students, but it also offers tutoring to students with learning disabilities. These students are referred by the Disabled Student Services office. The learning disabled students do not receive the intensive advising/counseling component through the SSS project, however.

The Blended SSS Projects

There is another group of SSS projects (about a third of those visited) in which SSS is not an organizationally distinct program with its own set of students or services. *These blended projects include ones in which federal funds pay a relatively small share of an overall project's cost, or where SSS provides some of the services that are part of a larger service package for a particular group of students.* One way to identify a blended program is to see whether describing the uses of SSS funds provides a fairly complete understanding of what the project offers or the services the participants receive. If it does not, the project is probably blended. As is the case for separate projects, we can identify all service, home base, and dominant service blended projects (although there are fewer in each category) among the projects visited.

Blended All Service Projects. There was only one blended all service project among those visited. At this 4-year institution, all major support services are organized in a Learning Center. The Learning Center includes a variety of tutoring offices and learning laboratories organized by subject area, an academic advising office, a counseling office, service coordination for students with disabilities, recruitment, and other services. SSS resources contribute to the support of the Center (except for services such as recruitment that are not allowed under SSS), though categorical state funds under various programs and institutional resources support the majority of the Center's costs. The student body of the school is composed primarily of largely poor, minority, first generation college students who meet SSS eligibility criteria.

Blended Home Base Projects. Fully or partially blended home base projects are found in a number of the institutions in the study. In some of the larger selective institutions, SSS provides some of the resources for educational equity (EOP) or other special programs. EOP programs are typically state-funded programs to encourage underrepresented students to attend and successfully complete college. Depending on the institution, some or all of the students accepted through these programs would not have qualified for admission under the regular academic admissions criteria. Students who would not have qualified are usually required to participate in EOP programs as a condition of admittance. Typically, EOP programs provide grants to participating students that augment other financial aid. In addition, the state provides resources to the institutions to provide a mix of instructional and support services. The services may include academic advising, counseling, tutoring, developmental courses, supplementary instruction, summer instructional programs prior to freshman year, special orientation or study skills courses, and the like. *In some schools, SSS provides part of the overall service package or pays for the services for some participants. In others, it supports particular services in the package.*

At one school with an ambitious program, EOP begins with a 10-week residential summer program prior to freshman year. Students enroll in freshman courses related to their planned majors or get a head start in fulfilling general educational requirements. The students also receive individual and group tutoring, as well as academic, career, and personal counseling. They attend study groups and take a number of field trips. During the school year, the participants attend a special 8-week seminar aimed at easing their adjustment to college life and helping them set educational and life goals. Topics include study skills, time management, and test taking. The program also provides group, peer tutoring sessions in a wide variety of subjects for which participants have first priority (others can enroll later). Participants have access to a computer lab with a choice of software packages and receive academic, financial, and career counseling. Freshman EOP students are expected to make two visits to the counselors per term. This program costs about $1 million per year, of which SSS contributes about 20 percent, paying for some of the services for SSS-eligible students. Students usually remain in the project for 1 to 2 years, although some remain affiliated with the project until graduation.

In a similar type of program at another institution, the SSS role is slightly different. At this school, the EOP program conducts a 6-week summer instructional program that emphasizes basic skills. Students are tested to determine academic year course placements. In addition, the students meet with peer counselors who are former EOP students to help them feel at home and build an ongoing source of support. During the freshman year, participants attend tutoring sessions as well as required study groups in core curriculum subjects. They receive intensive personal counseling and academic advising, with students who are on probation expected to attend most often. At this school the SSS funds pay for the developmental courses attended by the EOP participants (they account for about 80 percent of course participants), the salaries of some of the instructors in the summer program, and part of the costs of the tutoring center (to which the EOP program also contributes). Few students remain in the SSS portion of the services beyond their freshman year.

In some home base projects in the study, part of the SSS project is distinct, but particular SSS services are blended. At one large 4-year institution, SSS is one of several special programs for subgroups of students (another of which is a much larger state-supported EOP program). The students in all these programs are referred to as program students. Each of the programs provides its own intensive advising and counseling, but all the programs help to support a learning center that provides tutoring, SI, a writing center, and other instructionally related services, giving preference to "program students." As with many other home base projects, students tend to receive the most intensive services during their freshman year, but many stay through their sophomore year.

A similar model is found at a small private institution that is also part of a state EOP program. This school enrolls a substantial number of underrepresented students who need remedial help. The state EOP program supports a 6-week residential summer program that includes courses and tutoring in basic skills for a limited number of those students. The SSS project shares the same director and serves many students who are not in the state program (e.g., students who are not state residents). SSS conducts a nonresidential 3-week summer program. During the school year, both programs provide advising and counseling separately, but SSS supports professional tutoring and developmental instruction for which EOP students are also eligible (as they are enrolled in both EOP and SSS). This project often maintains contact with participants until they graduate and accepts only a limited number of new students each year.

Blended Dominant Service Projects. At some institutions, all or parts of the SSS projects are blended with other services (or with other sources of funds). SSS participants receive services that may also be available to other special populations at those schools. Sometimes, they receive services at no cost for which other students must pay. In one university, the Learning Center charges hourly fees for tutoring. These fees are waived for SSS-eligible students. The only separate SSS service is the intake interview, although the project would like to add a counseling component. A similar reimbursal approach occurs in another public 4-year institution in which students are normally charged additional tuition for developmental courses (the state will not subsidize developmental education), but SSS participants have separate sections with SSS-supported staff. In this school other SSS services are separate, however, and the project has a home base subproject for at-risk students as well.

A different kind of blended dominant service project occurs when SSS provides a portion of an institutional service. For example, at one of the larger community colleges where most students are SSS eligible, SSS provides the weekend tutoring service. It operates in the same space as the regular tutoring service and employs many of the same staff. As a result, students who can only attend school on weekends are able to obtain assistance. Blended tutoring arrangements are also found at 2-year schools where general tutoring centers provide assistance to needy students under a variety of federal (Perkins, SSS), state (at-risk, EOP), and institutional sources.

Judging by reports from the sites visited, *blended projects have received greater scrutiny from the federal SSS program.* The scrutiny is probably due to the concern that SSS services duplicate those available to other students. At least two of the projects in the study were organized as blended projects prior to the last year or two, but are becoming separate based on the recommendations of federal site visitors. Other blended projects appear to have made convincing cases for their organizational arrangements. This issue will receive greater attention in Chapter 9, which addresses federal policy concerns.

The Services the Projects Provide

There are a relatively limited number of major services provided with SSS resources. This section discusses each of the key SSS services. It also examines SSS services in relation to the comparable institutional services in the institutions in which the SSS projects are located.

As Exhibit 7-1 shows, *the main SSS-supported services, provided in nearly all projects, are academic advising and tutoring.* Most projects also provide a limited amount of counseling aimed at solving personal problems, planning for careers, or obtaining and budgeting financial aid. Although these three types of services (advising, tutoring, counseling) occur in almost all projects, their relative importance and intensity differ. *Some projects, especially those we have called home base projects, put considerable emphasis on student advising, with multiple meetings and tracking of student progress in classes. Others, especially dominant service projects, emphasize tutoring.* The choices projects make may be partially a result of staff preference, but staff are also influenced by clientele considerations and by the extent of related services available at the institution.

Classroom instruction occurs in relatively few projects, primarily in 4-year schools. Instruction can take the form of developmental courses, which do not provide credit toward graduation. It can also take the form of supplementary instruction (sometimes called mastery classes), which are formal group tutoring sessions attached to developmental or other courses. SI may yield credit toward graduation when it is attached to a credit-bearing course. SSS also supports some credit-bearing study skills, orientation, or other introductory or short-term courses. In a few of the 4-year institutions, SSS also supports a limited amount of credit-bearing academic course taking.

Most of the SSS projects in 2-year institutions had just received support under the transfer initiative when our visits took place. Some of these schools planned to hire transfer initiative counselors but had not yet done so, while others planned to extend the time of existing staff (e.g., from 9-month to 12-month contracts or from part to full time). Because few services were yet in place, this report can only indicate what schools planned to do, not what they were doing.

About a third of the projects provide unique services to students with disabilities. An additional group of projects do not offer unique services but see an expanding demand for regular services (especially tutoring) for students with learning disabilities. *As with advising and tutoring, the extent and nature of SSS-supported services reflect not only staff preference but the other services available at the school.*[18]

Finally, many of the SSS projects provide workshops on issues such as stress management, test taking, financial aid, career planning, substance abuse, and the like. Virtually all projects also indicate that they offer some form of cultural enrichment, but the service is generally quite limited. In some cases, SSS projects contribute resources to summer enrichment programs prior to freshman year, although they do not appear to be the primary sponsors of those efforts.

Academic Advising and Other Counseling

Academic advising, also called academic counseling, is one of the most common services that schools provide. It occurs at all schools visited, and in all their SSS projects, although in a few projects it is limited to a subset of participants. At a basic level of service, advisors review the set of courses students plan to take to make sure they are appropriate. They may also review placement or other test results to make sure any developmental prerequisites or general requirements are being met. Obtaining advisor approval for the mix of courses is often a prerequisite for registering, although not all schools have this requirement.

But academic advising can also be considerably more activist. Advisors can direct students to particular courses and programs based on their placement test results or other ability/achievement data, or based on the advisor's professional judgment about the courses in which the student is likely to succeed. Advisors may also contact instructors at points in the semester to find out how a student is performing, then intervene to make sure the student adjusts his or her study habits or gets tutoring assistance. An advisor may intervene to try and prevent a student from failing a course or from being dismissed from the institution. These are much more extensive forms of advising and they require that advisors have appropriate training and sufficiently small case loads to make this level of individual intervention possible. *Some, but not all, SSS projects have adopted this activist approach to advising and have made it a central feature of their operation.* In this section, we look at academic advising from both the institutional and the SSS perspective.

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[18] Services for students with disabilities are discussed in a separate section of the chapter.

Advising, The Institutional Picture. In more than half of the institutions visited, new student and freshman advising is conducted by advising professionals (see Exhibit 7-2). These professionals may also serve students on probation, or otherwise at risk, regardless of grade level. The most common form of service delivery for freshmen is an advising center with a staff of professional advisors. In some institutions, these advisors may serve only new freshmen, in others their purview may extend to all freshmen, other new students, students who have not declared majors, or all lower division students. The advisors not only provide one-on-one assistance, but they may also hold group orientation sessions for new students and teach freshman orientation courses. Sometimes a group orientation session is the precursor to individual advising.

In some institutions, the advising function is conducted by the staff of a counseling center that offers a wider array of services (including personal, financial, and/or career counseling). This approach appears to be more common in institutions with smaller enrollments. It is possible that such institutions cannot support a highly differentiated staff. In these cases, academic advising is a portion of the responsibility of more general counselors. Even in these institutions, however, professional (as opposed to faculty) advising is generally limited to freshmen and students without majors.

In the rest of the institutions, faculty advising is the norm. Even in some of these institutions, however, only a subset of specially trained faculty will serve freshmen or lower division students. The specially trained faculty may provide special orientation sessions or courses, followed by individual or small group advising, much like professional advisors. They may also teach orientation courses. There are only a few institutions in the study in which all new students are simply assigned to faculty advisors who treat the advising of new freshmen the same as the advising of other students.

Some schools supplement professional (or special faculty) advising with peer advising. Peer advising usually means assistance from upper division students with specific training in the rules governing course selection, requirements, majors, and the like, as well as some training in how to work with new students. Two of the 2-year schools in the study also use peer advisors, but one of those schools uses peer advisors only to help special faculty in small group settings.

Advising for students with majors and for upper division students who are not new to the institution is conducted by regular faculty. Although there are a small number of 2-year schools that maintain the professional advisor approach throughout, all 4-year and most 2-year institutions assign students to faculty or departmental advising once they have declared majors or moved beyond the freshman year. While some departmental advising is conducted by professional advisors, most is conducted by faculty. At some schools we were told that faculty take this job very seriously and do it well. At others, we were told that the quality of faculty advising varies across, and even within, departments.

While it would appear that advising by persons hired exclusively or primarily to carry out that activity would ensure understanding of the rules and uniformity of practice, another observation from the display is that *the caseloads of professional advisors at most of the institutions appear high.* In some of the institutions for which detailed data are available, ratios of students

Exhibit 7-2. Institutional and SSS academic advising

Institution undergraduate admissions policy	Non-SSS advising services*	SSS advising services*
Four-year, public, 4,343 HC, 82% full time, moderately selective	Advising office: library faculty and peer advisors for new students and those without majors; faculty thereafter.	Curriculum plan at intake, then once a semester, primarily for participants without majors (25%). Part of responsibility of PD, one counselor-55 served.
Four-year, private, HBC, 3,500 FTE 95% full time liberal admit	Counseling center provides for new students, those on probation; school refers low GPA eligibles to SSS for advising. Faculty thereafter.	Review h.s. records, monitor midterm grades, 30 min. typical, multiple meetings per semester. Two profs plus part of director for 379
Four-year, public, 14,117 FTE moderately selective	Advising office for those without majors--5,000 served by 7 profs and 3 peer; special program for new black students not in SSS; Six college-based programs for minority students. Faculty for upper division	Seminars, some individual meetings--est. 30% of counseling is advising, av. 2 sessions a semester, grade checks midterm. One counselor serves 158
Four-year, public, 5,130 HC, more than 80% full time, traditional admit	Advising office provides until 36 units (or longer for some popular majors), 1-day orientation, 80 per session; 5 profs for approx 1,500; faculty thereafter. Special attention to high risk. One prof assigned to high-risk SSS.	Eight profs devote part time to intensive advising, track progress for high risk, special admit subset, multiple meetings (approx. 100). Other students (225) receive some advising from program.
Two-year, public, 8,000 HC, 69% part time, open admit	One-on-one orientations for new students--2,854 per year; Most advising by faculty who receive some training from prof advisors. Special program for high-risk freshmen and undeclared modeled on SSS.	One prof plus part of PD for 200, track progress, class performance, multiple meetings
Two-year, public, 7,890 HC, 65% part time, open admit	Advising office, voluntary 30 min. group sessions and additional advising for new students conducted by faculty. Overall, not required. Some additional from multicultural center (modeled on SSS), women's center. Task force on advising to recommend changes.	Part of resp. of PD and .6 prof for 195, midsemester letters, (hiring .5 transfer counselor)
Four-year, private, 1,598 HC, 75% full time, liberal admit	Institutional advising office offers one unit orientation course, followed by advising by course instructors until major declared, faculty thereafter.	Part of responsibility of 1 prof for 96, track midterm grades, meet with develop. faculty, offer pre-registration, help with grad school applications
Four-year, public, 1,350 HC, 84% full time, liberal admit	Trained faculty teach 2-day freshman orientation courses for 20 and advise them with peer assistants. After freshman year, faculty.	Limited: part of counseling responsibility of 1 prof, 117 served

*The abbreviation "prof" stands for "professional" not "professor."
NOTE: Most narrative information is for the 1990-91 school year.

Exhibit 7-2. Institutional and SSS academic advising--continued

Institution undergraduate admissions policy	Non-SSS advising services*	SSS advising services*
Two-year, public, 3,570 HC, 70+% part time, open admit.	Counseling center, part of responsibilities of 1.5 profs; also part of responsibilities of 1 prof and peers at Women's Center (Perkins)	Part of responsibility of PD: 169 served, midsemester meetings
Two-year, public, 14,120 credit, 64% part time, open admit	Advising office, 12 profs; also Disabled Students program, 1.5 profs for 130; special faculty track progress of high-risk students (about 600); part of services of Women's Reentry Program (Perkins)	Part of responsibility of 1 prof. 102 served, track student progress, send mail, phone, one on one and group, parent orientation
Two-year program in four-year public, 819 HC, modified open admit for urban, disadvantaged	Advising office provides 4 profs for all non-SSS, track progress, monitoring grades, probation; also part of services of single parent program (300-400). A part of responsibilities in university-wide services: disabled program; centers for minority groups.	Intensive first year, part of responsibilities of 2 profs for 160. Minimum 4 mtgs a quarter. One additional prof for second year students.
Four-year, public, 34,634 HC, most full time, selective	Advising office for lower division, 18 profs + additional peers. Special program for minority prevet and premed. Advising required for probation. Faculty thereafter.	Part of counseling and instruction responsibility of 3 profs who counseled 130--55 of them received academic. Some info. in required 8-week freshman seminar taught by 3 counselors--200 participate.
Two-year, public, 1,311 HC, 66% full time, open admit	Counseling office, part of responsibilities of 4 profs. Each sees 100-150 new students a semester, faculty thereafter. All students get midterm grade checks. Counselors teach optional orientation course.	Limited; 66 of 254 served informally, often refer to Counseling Center. Just hired transfer specialist, will target 75.
Two-year, public, 4,773 HC, 70% part time, open admit	Part of responsibility of 1 prof. Faculty advising primarily. Orientation course	Part of counseling responsibilities of 2.5 profs, 460 served, number of visits varies from 1 to multiple.
Two-year, public 12,881 HC, 66% part time, open admit	Advising office, 9 profs and some peers, (part of SSS till '92). State-supported program for at-risk; some faculty advising. Half-day new student orientation; orientation course	2 profs plus 22 peers for 225, multiple meetings, track progress, phone contacts; 1 additional prof for transfer assistance
Four-year, private, 3,200 HC, 63% full time, liberal admit	Advising office, part of responsibilities of 3 profs; faculty advising primarily. Intensive program, state funded, for at-risk, poor students. Part of responsibilities of 2 profs and peers, serves about 175.	Part of responsibilities 1.5 prof counselors-58 served. Try to see 2-3 times a semester.
Four-year, public, HBC, 3,449 HC, 85% full time, modified open admit	Advising office, limited service, being reorganized, 1,000 served; required orientation course; separate program for at risk, 3 profs + peers serve 200 with low GPA as part of responsibilities.	Part of counseling responsibilities of 1 prof. 159 served, "as needed," some faculty liaison.

Exhibit 7-2. Institutional and SSS academic advising--continued

Institution undergraduate admissions policy	Non-SSS advising services*	SSS advising services*
Two-year, public, 2,966 FTE, open admit	Small groups with faculty and peer advisors for new students; orientation course taught by faculty and counselors; faculty thereafter; also counseling center does some, as does Center for Disabled.	Part of responsibilities of 2 profs, track progress, monitoring, serves 214, encourage 3 visits a semester.
Four-year, public, 8,154 HC, 94% full time, selective	2-day freshman orientation, then faculty primarily; some additional from various centers for premed, prelaw, prevet, minority, veterans, disabled.	Limited, intake by peer counselors
Two-year, public, 6,500 HC, 60% full time, open admit	Part of responsib. of 12 counselors; Required 1 unit orientation course taught by counselors. State-funded program of tracking, monitoring, etc: part of responsib. of 6 counselors for 435	Intensive for small subgroup of mostly LD, 35-40 per year. Part of responsibilities of 1 specialist. Also, transfer program starting with 1 prof.
Four-year, public, 6,639, 80% full time open admit	Advising office for freshmen. Part of responsib. of 6 counselors, serve 1,230. Faculty thereafter. Required orientation course taught by 7 (5 counselors--2 SSS staff); some additional for special populations (e.g., displaced homemakers/single parents--Perkins)	Orientation course and advising part of responsibilities of 2 profs, for advising serve 532. SSS advisor of record for participants.
Four-year, public, 6,602 HC, 74% full time, selective	Advising office for freshmen--all assigned to profs and meet in groups of 12-15 at orientation. Track progress of students who have recently completed developmental courses; faculty thereafter. Intensive for state-funded program for disadvantaged; part of responsib. of 7 profs plus peers for 590	Part of responsibility of LD specialist for SSS subset of LD students--45 served.
Four-year, public, 17,460 HC, 72% full time, moderately selective	In colleges (7), each has profs. Additional assistance: a) Center for students with problems, seeking to change majors; b) 6 advocacy offices for minorities/disabled/women, part of responsib. for 2 staff each. Faculty advising.	Part of responsibilities of 2+ profs and 7 peers for 367. Track midterm, exit interviews before finals.
Two-year, public, 13,000 HC, 52% full time, open admit	Required freshman orientation (1 day), groups of 15 meet with counselors/advisors who also teach orientation course. Part of responsibilities of 18 profs for 1,500. Faculty after freshman year. State-funded program for disadvantaged, 946 served by prof counselors.	Limited, part of responsibility of 1 prof, intake and workshops.
Four-year, public 11,575 HC, 58% full time, open admit	(same as SSS for freshmen and undeclared) faculty thereafter.	6 profs provide to 2,500 per year, mostly one to one but moving to small groups (esp. during registration)

Exhibit 7-2. Institutional and SSS academic advising--continued

Institution undergraduate admissions policy	Non-SSS advising services*	SSS advising services*
Four-year, public, 25,480, 66% full time, moderately selective	Half-day session for new students--peers provide advising to groups of 10 (3,800 served). Center for lower division students without majors except as noted below, 1.3 profs plus 9 peer/grad students. Est. over 18,000 contacts. Rest faculty. Special population: part of responsib. of 7 profs and 14 peer for 2,900 EOP, also developmental students, disabled, minority programs in depts., SSS.	1+ prof and 2 half-time peers (one a grad student) serve 383. Prof sees all students first. Track progress, monitoring, probation, etc., try for 3-4 times a semester, 30 min. each, one on one.
Four-year, private, HBC, 1,003 HC, 83% full time, liberal admit	All faculty serve as "intrusive" advisors. Call students or visit dorms if students miss classes. Fresh and soph have faculty drawn from pool, others by major. Areas of specialization selected in sophomore year with faculty assistance.	Part of responsibility of 2.5 profs for 150 students.
Two-year, public, 829 HC, 53% full time, open admit	Part of responsibility of 2 profs plus all students assigned to faculty.	Part of responsibility of 1 prof for 230. No incumbent at visit.

Key: PD = project director
prof = professional
GPA = grade point average
av = average
min = minutes
HC = head count
HBC = historically black college
FTE = full time equivalent
approx. = approximately
prereg. = preregistration
mtgs = meetings
LD = learning disabled

to professional advisors for general advising are 5,000 students served by 7 professional advisors and 3 peer advisors; 7,800 students served by about 12.5 advisors (for whom academic advising is only one of several advising/counseling responsibilities); 1.3 professionals and 9 peer/graduate assistants serving approximately 6,500 students; or 18 advisors with some additional peer counselors to serve approximately 18,000 students. These caseload levels would appear to make it impossible for students to meet with advisors for more than a few minutes each semester. Further, in some of the schools visited, the staffs of advising offices have been cut back sharply in the past year or two because of budget shortfalls. Of course, not all schools require that every student meet with an advisor.

A smaller group of schools either have advising offices with relatively low caseloads or they target additional advising resources to at-risk students. For example, one 4-year institution has a center with 5 professional advisors for 1,500 freshmen and assigns an additional staff member to high risk students participating in the SSS project. Another institution, a special-admit branch of a state university dedicated to attracting urban, disadvantaged youth, has 5 professional advisors for about 700 students. They follow student progress closely, contact faculty for updates on student performance, and hold multiple meetings with the students. At a small community college, 4 professional counselors have a caseload of 100-150 new students a semester and see many of the same students in an optional orientation course they also teach. And at one large community college, 18 counselor/advisors provide required 1-day orientations and an orientation course, and counsel 1,500 students.

Beyond the general advising or counseling function, a number of the institutions offer additional advising services to special groups of students through separate programs. These programs take different forms so the extent of academic advising will not always be the same. In schools with EOP programs, students in those programs are likely to obtain intensive advising that monitors progress and performance, intervening with faculty and the like. For example, at one community college, this program provides 6 counselors for 435 students with intensive advising as one of their key responsibilities. At another 4-year institution, an EOP program serves 590 students with 7 professionals plus additional peer counselors.

Even schools without such ambitious programs are likely to have some additional advising opportunities. These may take the form of

- Minority advocacy offices. Some institutions maintain special offices that provide advising, counseling, or other assistance to students who choose to avail themselves of the services. Not all such offices provide advising, however.

- Offices for students with disabilities. About half the institutions visited had a special office or a designated staff person in the counseling office for students with disabilities. The extent of advising services varied, however, from specialized counselors who provided advising as their primarily function to one-person operations providing advising along with managing basic assistance (notetakers, special equipment, etc.), coordinating with vocational rehabilitation, and other services.

- Women's centers. These centers are more likely to be found in 2-year institutions, where the Perkins Act provides support for programs to ease the entry of displaced homemakers and other women into higher education. Some of these centers offer advising as well as support groups, other counseling, information, and day care.

SSS Advising: Within this institutional context, what is the role of SSS projects in academic advising? As shown in Exhibit 7-2, we can see that SSS projects provide some advising to their participants at each school visited, *but projects differ considerably in the extent to which they emphasize the advising function.* In some SSS projects, academic advising is the core service provided, the central project activity from which all others radiate. In other projects, however, academic advising may be limited to an intake interview or comparable amount of service. Some

SSS projects provide intensive advising for a subset of participants, such as those diagnosed as learning disabled or on probation, but considerably less intensive assistance to other participants.

To some extent, the federal rules provide an imperative for a basic level of advising service. The requirement that projects document an academic need for service means that all projects must establish how well each potential participant is performing or is likely to perform, based on placement tests or previous performance. Compliance with this requirement usually necessitates an intake interview or other session in which students speak with counselors or other staff about their educational program and a level of academic need is established. In the course of that discussion, advising on programs, majors, or courses is likely to occur.

As can be seen by the display, SSS projects differ with respect to how much advising they provide, and whether they carry out an advising activity with every student every year. Projects that emphasize activities other than intensive advising/tracking--most commonly tutoring or developmental instruction--are less likely to indicate that they provide a great deal of academic counseling or advising to all students each year. Also, projects that retain students for multiple years with less participant turnover may also do less intensive advising as the years progress because students obtain advising from departments or other sources. Nonetheless, SSS does appear to offer the opportunity for additional professional advising in most projects, regardless of the participant's academic year. This is not the case for most of the professional advising centers or offices at the same institutions.

For a subset of projects, intensive student tracking and advising is the core or focus of the project and the key project service. In about a third of the projects visited, participants are expected to maintain multiple appointments with academic counselors each semester. Students may sign contracts indicating that they will attend a given number of sessions, commonly three or four times a semester and sometimes even more often. Although such contracts provide few, if any, sanctions for attending fewer sessions, they establish project expectations about levels of project-participant interaction.

Not all projects that provide intensive advising/tracking services provide it to all participants. In some projects, intensive monitoring of student progress is provided during the first or the freshman year, with advising services tapering off to once a semester or less as students appear to be succeeding academically, or as students become more sophisticated about the institution and its requirements. In other projects, intensive advising services are only provided to a subset of participants--those that are deemed at high risk, such as special or conditionally admitted students, those students experiencing academic difficulties. Here are two examples of how intensive advising operates.

Example A

> This open-admission 2-year institution has a largely part-time student body. At this school, the SSS project seeks out students who are considered at risk based on placement test results that show deficiencies in two academic areas (75 percent of entrants show at least one deficiency).
>
> The program provides intensive counseling that includes academic, career, and personal topics. The emphasis, however, is on tracking academic progress, and staff distributes a questionnaire to instructors inquiring about student progress several times a year. The program conducts periodic "grad checks" to let students know what additional requirements they must fulfill to graduate. The project has one counselor, but the project director and another professional staff member also advise and track students part of the time. The program has about 150 participants.
>
> Students usually remain in this program for an extended period. This year, 80 percent of last year's participants returned. This means that from year to year the number of new entrants is relatively small and staff know a great deal

about each student. All participants are expected to keep four to six appointments each semester and attend additional project-sponsored workshops.

Officials across the institution note the need to improve the college's faculty advising process, which many characterized as ineffective. The college recently created an intensive faculty-based advising/counseling operation, training faculty to work with an additional group of high-risk students. This program, too, will solicit instructors' comments and invite students to attend workshops. It is explicitly modeled on the SSS project at the school, which is highly regarded.

Example B

This moderately selective 4-year institution has a small special admit program. The special admits sign a contract agreeing to participate in the SSS project as a condition of admittance. They are about a third of the school's SSS participants. Although all participants receive some advising, the project maintains a special admit staff whose combined members equal one full-time-equivalent (FTE) person. This staff is assigned to advising the special admits, including organizing a special freshman orientation and registration process, sending midterm evaluation forms to the students' instructors, and protecting the students from academic suspension. In addition, the rest of the SSS staff of 8, including the project director, monitor the progress of 10 special admit students.

The advisors make sure that the students take a prescribed curriculum for the freshman year and participate in a financial aid budgeting program (started by SSS and now offered institution-wide). At the end of each semester, all advisors meet and evaluate each student's progress. The advisors agree on what, if any, additional action should be taken on the student's behalf. The committee can recommend that the project director intervene with university officials to protect students from academic suspension and give them additional time to make up deficiencies.

In the SSS projects, most advising is provided by professionals, i.e., persons with at least a bachelor's degree. Exhibit 7-3 shows all professional SSS staff by project. There is only one project among those visited in which counseling is entirely peer (undergraduate students), and counseling in that program is limited to an intake interview to establish eligibility. Although some of the persons providing counseling (counselors, and in some cases, project directors) have degrees in academic fields, *most have a bachelor's or master's degree in counseling, special education, or other education-related subjects.* There is a wide range in the amount of SSS experience among the counseling staffs, however. In some projects, most of the counseling staff has worked in the project for many years, *but there are more projects than not where all or some counselors have 2 or fewer years of experience in SSS.* A number of projects had new counselors or vacant positions at the time of the site visit (not including vacant transfer counselor positions). It would appear that relatively rapid turnover in counseling positions is common in some institutions.

Only a very few of the projects visited enlist the aid of peer advisors/counselors. Unlike the case of tutoring (discussed below), few projects use undergraduates to assist professionals. In addition to the intake counselors in one project (discussed above), only two projects visited enlist undergraduates to deliver services. In one of those cases, the role is limited to phone contacts to stay in touch with students. In the other case the peer counselors are responsible for followup visits after an initial meeting with the professional counselor. One of the peer counselors is a graduate student and the other is a senior with extensive training.

Other Counseling. Academic advising is the main form of counseling delivered by SSS projects, but large numbers of projects also provide some personal counseling, financial aid counseling, and career counseling. Exhibit 7-4 indicates personal and career counseling services provided by both

Exhibit 7-3. SSS advising and total project professional staffing

Institution undergraduate admissions policy	Professional staff for project (degrees, fields, years with project)	SSS advising service*
Four-year, public 4,343 HC, 82% full time, moderately selective	-FT PD: BA Spanish, with project 15 years (Director since '87) -FT Counselor: BS, with project 3 years	Curriculum plan at intake, then once a semester, primarily for participants without majors (25%). Part of responsibility of PD and one counselor. 55 served.
Four-year, private, HBC, 3,500 FTE 95% full time, liberal admit	-FT Acting PD: BS, Special Ed, with project 3 years (Director since '91) -FT Counselor: BS, Sociology, 2 years with project -FT Counselor: MS, Education, 1.5 years with project	Review high school records, monitor midterm grades, 30 min. typical, multiple meetings per semester. Two prof, plus part of director for 379.
Four-year, public, 14,117 FTE, moderately selective	-85% time PD: has doctorate, 3 years with project (all as director) -FT Counselor: 1.5 years with project (in counseling field 7 years) -4 tutors: grad students	Seminars, some individual meetings--est. 30% of counseling is advising, av. 2 sessions a semester, grade checks midterm. One counselor serves 158.
Four-year, public, 5,130 HC, more than 80% full time, traditional admit	-FT PD: MS, Curric. & Instr., 7 years with project (Director since '89) -Aca. Skills spec.: MA, urban ed, 10 years w/ project -Aca. Skills spec.: MA, English, 4 years -Aca. Skills spec.: MS, Math, new -EOP Admiss./Aca Skills spec.: MA, Commu., 12 years -EOP Advisor, MA library science, 14 years -EOP Advisor, BA, English, 9 years -EOP Advisor, BA, Communication, new (former EOP student)	Eight prof devote part time to intensive advising, tracking, for high risk, special admit subset, multiple meetings (approx. 100). Others (225) receive some advising from program.
Two-year, public, 8,000 HC, 69% part time, open admit	-FT PD: MSW, SSS couns. 5 years with project ('til 84) then faculty (Director since '90) -FT Counselor: 2 years with project -FT Tutor Coord: vacant as of Dec. 91 (previous in position 2 years--former math teacher)	One prof plus part of PD. for 200, track progress, class performance, multiple meetings
Two-year, public, 7,890 HC, 65% part time, open admit	-FT PD: Ed.D, Counseling, (PD since '80) -70% tutor coord: BS, prosthesis, several years with project -60% counselor: MS, counseling, 3 years -2 pt positions vacant	Part of resp. of PD and .6 prof for 195, midsemester letters, (hiring .5 transfer counselor)
Four-year, private 1,598 HC, 75% full time, liberal admit	-FT PD: BS, Business Admin. (PD since '84) -80% time Counselor/Tutor Coord: MA (ed related field) 8 years	Part of responsibility of 1 prof for 96, track midterm grades, meet with dev. faculty, offer pre-reg, help with grad school applications

*The abbreviation "prof" stands for "professional" not "professor."
NOTE: Most narrative information is for the 1990-91 school year.

Exhibit 7-3. SSS advising and total project professional staffing--continued

Institution undergraduate admissions policy	Professional staff for project (degrees, fields, years with project)	SSS advising service*
Four-year, public, 1,350 HC, 84% full time, liberal admit	-50% time PD: MA, English (PD since '74) -FT Couns: BS, Counseling, 3 years -25% time Tutor coord: MA, -50% time Tutor coord: BA (leaving)	Limited: part of counseling responsibility of 1 prof, 117 served
Two-year, public, 3,570 HC, 70+% part time, open admit	-FT PD: MS, Counseling, (PD since '86) -50% Aca Skills Coord: MA Eng., 4 years	Part of responsibility of PD: 169 served, midsemester meetings
Two-year, public, 14,120 credit, 64% part time, open admit	-FT Coord: doctorate (PD since '78) -FT Ed Spec.: BS, 2 years (was SSS student)	Part of responsibility of 1 prof, 102 served, track student progress, send mail, phone, one on one and group, parent orientation
Four-year, public w/ 2-year program, 819 HC, modified open admit, priority urban, disadvantaged	-FT PD: MA (PD since '91)-UB 20 years -3 FT Counselors: MS counselor ed, MA counseling, MA	Intensive first year, part of responsibilities of 2 prof for 160. Minimum 4 mtgs a quarter. One additional prof for second year students.
Four-year, public, 34,634 HC, most full time, selective	-FT PD: (Director since '79) -FT Asst. Director -FT Aca. Coord -3 Guidance Specs. -10 instructors/summer program -FT PD and staff for program for students with disabilities	Part of counseling and instruction responsibility of 3 profs who counseled 130--55 of them received academic. Some info. in required 8 week freshman seminar taught by 3 counselors--200 participate.
Two-year, public, 1,311 HC, 66% full time, open admit	-FT PD: MS, Ed Admin, new (PD since '91) -3 FT Lab supervisors: all BA/BS in education fields, -new transfer spec. not yet on board	Limited; 66 of 254 served informally, often refer to Counseling Center. Just hired transfer specialist, will target 75.
Two-year, public, 4,773 HC, 70% part time, open admit	-FT PD: MA, Ed. at school 20 years (PD since '83) -FT Counselor, MS Ed, 2 years -3 50% time outreach counselors -4 FT develop. instructors: MA math, M Ed math, M Ed English, M Ed, reading	Part of counseling responsibilities of 2.5 prof, 460 served, number of visits varies from 1-multiple.
Two-year, public, 12,881 HC, 66% part time, open admit	-FT PD-new--UB 6 years -.33 time peer couns coord/academic advisor -2 FT academic advisors--one has MA Ed Counseling, 9 years -FT transfer initiative coord -.33 handicapped program PD	2 prof plus 22 peer for 225, multiple meetings, track progress, phone contacts; 1 additional prof for transfer assistance

Exhibit 7-3. SSS advising and total project professional staffing--continued

Institution undergraduate admissions policy	Professional staff for project (degrees, fields, years with project)	SSS advising service*
Four-year, public, 3,200 HC, 63% full time, liberal admit	-50% PD-MS, Ed, urban studies, (at school since '82) -FT Asst Director/Counselor -FT Counselor -3 PT prof counselors -2 PT instructors	Part of responsibilities 1.5 prof counselors-58 served. Try to see 2-3 times a semester.
Four-year, public, HBC, 3,449 HC, 85% full time, modified open admit	-FT PD, MA, Counseling, (PD since '81) -FT Counselor/Tutor coord, bkgrd in counseling -planning to hire one additional prof	Part of counseling responsibilities of 1 prof. 159 served, "as needed," some faculty liaison.
Two-year, public, 2,966 FTE open admit	-50% PD: MA, special ed, at school 16 years (PD since '80) .75% counselors, MA, Counseling, 4 years -Eng. instructional tech, MA Ed., 8 years at school -Math instructional tech.,vacant	Part of responsibilities of 2 prof, tracking, monitoring, serves 214, encourage 3 visits a semester.
Four-year, public, 8,154 HC, 94% full time, selective	-80% PD: MS, Ed, 15 years, Acting -FT Reading/Study skills coord: MA, English, 4 years -70% time tutor coord/math spec: new -50% time SI director: BA, Eng., 4 years other profs not attributed to SSS $	Limited, intake by peer counselors
Two-year, public, 6,500 HC, 60% full time, open admit	-FT PD: Ed.D, Health Ed., at school 25 years (PD since '88) -FT Aca. Skills Coord: 20 years at school, MS, Ed. -FT Learning Spec., MS, Special Ed., several years -FT Tutor Coord: in prog 8 years, MA, ESL -FT transfer coord, new -other part time staff (psychologist, lawyer, social worker)	Intensive for small subgroup of mostly LD, 35-40 per year. Part of responsibilities of 1 specialist. Also, transfer program starting with 1 prof.
Four-year, public, 6,639, 80% full time open admit	-FT PD: doctorate in English, (PD since '79) -FT Math instructor, 2 years BS, Math (was in program) -FT Counselor: MS, Counseling, 2 years -FT Counselor, new, MS -FT Eng. instructor, 13 years, Ed specialist -FT Reading instructor -2 lab coord, one AS, one is new	Orientation course and advising part of responsibilities of 2 profs, for advising serve 532. SSS advisor of record for participants.

Exhibit 7-3. SSS advising and total project professional staffing--continued

Institution undergraduate admissions policy	Professional staff for project (degrees, fields, years with project)	SSS advising service*
Four-year, public, 6,602 HC 74% full time, selective	-FT PD: MS, Ed Admin (PD since '77) -FT Curric Coord: MA, 7 years -FT LD Spec: MS, Special Ed -2 FT reading spec.: one 8 years, one new, both have master's degrees -FT Writing spec: MA Eng., new -FT Tutor Coord: BA Visual Arts, 5 years	Part of responsibility of LD specialist for SSS subset of LD students--45 served.
Four-year, public, 17,460 HC, 72% full time, moderately selective	-70% time PD: MA Elem. Ed (bilingual), (PD since '81) -FT Asst. Director/tutor coord. 7 years, MA Ed. -50% time Counselor: new, -FT Counselor, new	Part of responsibilities of 2+ profs and 7 peers for 367. Track midterm, exit interviews before finals.
Two-year, public, 13,000 HC, 52% full time, open admit	-FT PD: (PD since '84), Asst. director before -FT Asst. Director: 6 years -FT Couns: 15 years (was tutor, supervisor, prior), -plan to hire transfer counselor	Limited, part of responsib. of 1 prof, intake and workshops.
Four-year, public, 11,575 HC, 58% full time, open admit	(SSS a share of resources for staff listed) -FT PD: doctorate, (PD since '80, counselor before) -FT Assist Director: MBA, 11 years -FT Reading Lab Supervisor, 12 years, BS -FT 2 Eng. lab supervisors, 6 years, 2 years, both bachelors, one retired Eng. teacher -FT Soc. Sci Supervisor, MA, History, 20 years -FT CAI lab supervisor: 1.5 years, BS -FT Nat Sci supervisor: BS, 4 years -FT 2 math supervisors: both have BS math -FT Director of Counseling, Ph.D., 2 years (many more at school) -5 FT counselors: three licensed prof counselors, rest have bachelor's at least -6 FT aca. advisors: all bachelor's at least	6 profs provide to 2,500 per year, mostly one to one but moving to small groups (esp. during registration)
Four-year, public, 25,480, 66% full time moderately selective	-FT PD: MS, Couns. & Guidance, 10 years (PD since '86) -FT Counselor: BS, Criminal Just., 2.5 years -2 peer couns: one is grad student -2 50% time tutor/instructors: 1 BS, other is a senior	1+ prof and 2 half-time peers (one a grad student) serve 383. Prof sees all students first. Tracking, monitoring, probation, etc., try for 3-4 times a semester, 30 min. each, one on one.
Four-year, private 1,003 HC, 83% full time, liberal admit	.33% PD: MA, Guidance, new FT Coord MS, Guidance, 5 years 50% Counselor: MA, Soc, new FT Counselor: vacant	Part of responsibility of 2.5 profs for 150 students.

Exhibit 7-3. SSS advising and total project professional staffing--continued

Institution undergraduate admissions policy	Professional staff for project (degrees, fields, years with project)	SSS advising service*
Two-year, public 829 HC, 53% full time, open admit	FT PD: MS, Counseling Ed, (PD since '81) FT Instructor/Tutor Coord: BA, Speech/Comm, 2 years (left) FT Couns: vacant	Part of responsibility of 1 prof for 230. No incumbent at visit.

Key:
PD = project director
FT = full time
prof = professional
PT = part time
GPA = grade point average
UB = Upward Bound
av = average
aca = academic
min = minutes
couns. = counselor:
HC = head count
Eng. = English
FTE = full time equivalent
approx. = approximately
prereg. = preregistration
mtgs = meetings
LD = learning disabled
HC = historically black college

SSS projects and other service providers at each institution. (Because it was universally available, financial aid counseling was omitted from the institutional column in the display.) *It appears that SSS projects provide limited assistance and do not try to compete with the other sources of personal and career counseling on campus.* Given the training of their staffs (Exhibit 7-3) and the tasks they identify as central, most SSS projects see their comparative advantage elsewhere.

This is not to say, however, that SSS projects provide no personal, career, or financial aid counseling. In the course of carrying out their counseling, tutoring, and other functions, SSS project staff do explore personal problems and provide assistance in planning careers. In addition, some projects carry out systematic financial aid counseling each year to ensure that participants apply promptly.

With respect to personal counseling, at least three of the projects visited do consider this service to be a primary function. In one project that emphasizes tutoring, but attracts a large number of poor, single mothers, the project staff has concluded that personal issues play a central role in school completion. As a result, the project engages a psychologist to work with students 2 days a week; a social worker who offers workshops on topics such as child abuse, battered women, housing assistance, and food stamps; and a lawyer who offers advice on topics such as housing, welfare benefits, and immigration. It must be pointed out that this is a blended project, with additional sources of financial support that make this level of intervention possible.

While they do not offer such extensive services, several other project directors note the same personal problems among their students. In particular, they point out that students who are poor and must work or take care of families while attending school cannot always juggle the competing demands successfully. A small crisis may send them over the edge, and make it impossible to continue to attend school. SSS counselors are likely to refer students to school counseling centers or community agencies for help, but they note that these service providers are also often overextended.

Several projects that serve younger clienteles have begun to work with parents as well as students. Although the contacts are limited, some projects have held, or are planning to hold, parent orientation sessions. Staffs are concerned that families do not always understand the demands that college will make on their sons or daughters. Especially in poor communities, families may make time, financial, or emotional demands on their children that interfere with their children's ability to attend classes or study. In addition, minority students may feel uncomfortable at some schools, and while many SSS projects have large numbers of minority students and welcoming environments, several projects have also tried to address school climate and personal feelings directly through support groups or rap sessions. In all of these ways, SSS projects deal with a wide range of personal issues.

The role of SSS projects in financial aid counseling is largely to remind students to obtain applications, learn the rules, and apply early. *Many of the projects hold financial aid workshops, often inviting staff of the financial aid office to make presentations.* Other projects encourage each participant to meet a counselor for a one-on-one financial aid counseling session. In many projects, SSS staff obtain training from financial aid officers so they can help students with applications. Project directors also meet with financial aid offices to ensure that SSS participants are gaining any possible aid advantage (this issue will be discussed more fully in Chapter 9).

Career counseling is provided, but it is largely informal. Its extent and nature proved difficult to determine in the case studies. Many SSS projects focus their services on freshmen. These students are just entering school and are often faced with daunting remedial and general education requirements. Most projects focus on making sure students take an initial set of courses that will enable them to make adequate progress toward a degree. Career counseling may figure, informally, into the initial course-taking decisions the students

Exhibit 7-4. Personal, career and other counseling*

Institution undergraduate admissions policy	Non-SSS counseling	SSS counseling (including personal, financial, other)
Four-year, public, 4,343 HC, 82% full time, moderately selective	Center with individual and group personal counseling; seminars, workshops (e.g., test anxiety, stress management), understaffed, refers to community social service and crisis intervention programs; center for career counseling w/ computer and written info., employer organization info, interview prep, (voc assessment, interest inventories elsewhere)	limited personal, refer outside; workshops on financial aid
Four-year, private, HBC, 3,500 FTE 95% full time, liberal admit	Personal: center w/limited prof. staff (refer SSS eligible to SSS); career: center with workshops on job search, interview techniques, some counseling, resumes	Personal, financial, academic and career; individual and group financial aid assistance, freshman oriented.
Four-year, public, 14,117 FTE, moderately selective	Center with personal, psychiatric, career, includes voc rehab office	Personal, career, academic, financial, housing (no predominant type) through seminars and individual sessions
Four-year, public, 5,130 HC, more than 80% full time, traditional admit	Center with individual and group personal, vocational, learning style counseling; 6 session limit on individual, refer to community agencies.	Advising primarily
Two-year, public, 8,000 HC, 69% part time, open admit	Personal: center with 9 profs--4,700 contacts a year (2 counselors responsible for disabled, including LD)	Personal, academic, career, academic (as part of intensive tracking of subset of students-see chart on advising); also workshops on stress, math anxiety
Two-year, public, 7,890 HC, 65% part time, open admit	Multicultural service office provides academic, personal, financial aid counseling and workshops, (as well as tracking--see advising chart); women's center provides some individual counseling and support groups	Advising primarily, survival skill workshops and videotapes
Four-year, private, 1,598 HC, 75% full time, liberal admit.	career counseling through career placement office, personal counseling (limited) through student health program, but no counseling center	Limited personal, emergency; help with financial aid (group) and grad school applications; CAI career program, academic primarily
Four-year, public, 1,350 HC, 84% full time, liberal admit	Career: testing, seminars, job search; personal through student life office.	Some career, social/personal, financial (no predominant type)

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*Because financial aid counseling is providing by financial aid offices at all institutions visited, we have not provided non-SSS information on this service. The abbreviation "prof" stands for "professional" not "professor."

NOTE: Most narrative information is for the 1990-91 school year.

Exhibit 7-4. Personal, career and other counseling--continued

Institution undergraduate admissions policy	Non-SSS counseling	SSS counseling (including personal, financial, other)
Two-year, public, 3,570 HC, 70+% part time, open admit	Center for academic, personal/social, vocational, transfer, refers to community agencies for high need, seminars on self esteem, personal assessments, 1.5 staff 2,933 contacts. Career: exploration, job search, 1 prof 2,322 contacts. Women's: support groups, individual sessions 2 profs, 2,800 contacts (all services)	Limited personal, transfer, career (prior to 91-92); administer career search inventory, academic primarily
Two-year, public, 14,120 credit, 64% part time, open admit	Center with personal, career, psychiatric consultation, also linked to voc rehab: women's: reentry program;	Personal, academic, career (interpret inventories) as needed, 1 on 1; workshops on test anxiety, rap groups
Two-year program in 4-year public, 819 HC, modified open admit, urban, disadvantaged	Counseling center for larger campus (check); institution-wide minority affairs office offers career, personal, financial aid counseling at centers organized by ethnic group.	Personal, academic, career, transfer counseling; career and financial aid workshops
Four-year, public, 34,634 HC, most full time; selective	Center with individual and group personal counseling, also workshops, self-management lab (stress management, self-esteem, career planning), longer-term needs referred outside school; separate office for health counseling (esp. alcohol, AIDS testing); separate career counseling center; separate minority and bilingual counseling center.	Academic, financial aid, career counseling (part of tracking effort), much of it peer counseling
Two-year, public, 1,311 HC, 66% full time, open admit	Personal, academic, career, veteran's counseling center--also refers to regional mental health center--main support service on campus; also career resource center.	Limited informal counseling--mostly refer to counseling center (see institutional entry)
Two-year, public, 4,773 HC, 70% part time, open admit	Little counseling	Mostly academic, some career, personal counseling, those needing extensive personal counseling are referred off campus.
Two-year, public, 12,881 HC, 66% part time; open admit	Special program for at-risk students offers some personal counseling; career resource center offers career counseling and goal setting; adjustment to college course stresses psychological adjustment. (see advising chart)	Peer counseling--22 peers make phone contacts with students; some transfer counseling (new)
Four-year, private, 3,200 HC, high part time # (check) liberal admit	Center with 3 profs--academic, personal and career; also career develop. office	Academic, personal and career (with focus on graduate school), students also use institutional counseling center.
Four-year, public, HBC, 3,449 HC, 85% full time, modified open admit	Center for personal, academic, veterans counseling--also assists disabled students, 4 profs, grad students; psychological services (new), groups on self-esteem, stress management program; career planning center with limited 1-on-1 counseling.	Personal, academic, financial, career (some trips). Mostly 1 on 1, as needed basis

Exhibit 7-4. Personal, career and other counseling--continued

Institution undergraduate admissions policy	Non-SSS counseling	SSS counseling (including personal, financial, other)
Two-year, public, 2,966 FTE; open admit	Center for personal, psychotherapy, career, academic, refer out for long-term needs--also LD testing, workshops on interpersonal comm., learning skills.	Some career, personal, financial (SSS part of institutional center in past)
Four-year, public, 8,154 HC, 94% full time, selective	center for mental health including individual and group therapy, crisis intervention; also workshops on leadership, conflict resolution--also testing/diagnosis of handicaps; career center with counseling, info, workshops, resumes, etc.	Intake only
Two-year, public, 6,500 HC, 60% full time; open admit	Counseling dept. w/ 12 profs for academic, career, personal help-focus on freshmen, limited services (grant to plan expansion); career dev. course; addt'l counseling for those in EOP, displaced homemaker, refugee programs; career counseling workshops.	Psychological services: 2 days a week, mostly crisis intervention (refer out for more); workshops on child abuse, battered women, food stamps, housing assistance; transfer counseling new
Four-year public, 6,639, 80% full time open admit	Center for personal serves 500 per year; student development course; career center provides counseling to 100 per year, testing, action plans	Academic primarily, also financial; serious problems referred to institutional counseling center
Four-year, public, 6,602 HC; 74% full time; selective	Center for personal with programs, support groups (not psychotherapy); center for career with individual, workshops, programs; additional personal for EOP.	Some diagnosis/counseling for LD only
Four-year, public, 17,460 HC, 72% full time, moderately selective	Center for personal, study skills, career, workshop; some peer counseling and mentoring in six offices for special populations.	Advising primarily
Two-year, public, 13,000 HC, 52% full time, open admit	Center for psychological, academic--18 counselors--also workshops on substance abuse, parenting skills, also responsible for disabled students; office for career: counseling, workshops, resumes, etc; EOP receives additional.	Workshops on careers, financial aid, test taking; some workshops specialized for older students, single parents, LD students.
Four-year, public, 11,575 HC, 58% full time, open admit	Center with individual and group therapy, also training for students in programs that require it, seminars on rape, stress, study skills, etc., inservice for institutional staff	(See institutional description--part SSS $)
Four-year, public, 25,480, 66% full time moderately selective	Center for personal with approx. 10-15 psychologists: crisis, inservice for other providers, refer out for intensive needs; center for career with counseling, testing, etc.; additional for EOP	Assistance includes career, financial aid counseling, primarily academic
Four-year, private, HBC, 1,003 HC, 83% full time, liberal admit	Office for personal, career and graduate school counseling--some peer counseling for adjustment to college.	Some personal, career

Exhibit 7-4. Personal, career and other counseling--continued

Institution undergraduate admissions policy	Non-SSS counseling	SSS counseling (including personal, financial, other)
Two-year, public, 829 HC, 53% full time, open admit	Limited personal counseling; career for JTPA participants	Also some personal, financial, career, some workshops on test anxiety, plan to start transfer workshops

Key:
prof = professional
LD = learning disabled
CAI = computer assisted
EOP = educational equity/opportunity or related program
$ = funding
HC = head count
JTPA = Job Training Partnership Act
FTE = full time equivalent
HBC = historically black college

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make, but systematic career counseling probably takes place later.

Finally, *most of the 2-year institutions included in the site visits have received support under the transfer initiative*. Because our visits occurred at the very beginning of the grants, however, it was too soon to report on procedures or activities under the initiative. Projects had either just hired new staff or were planning to do so. *Overall, they planned to hire additional counselors or extend the hours of existing counseling staff.* Among the planned activities were visits to 4-year schools, workshops on requirements and applications, and individual counseling sessions. Few issues had yet arisen, but staff members in one project were concerned about which 4-year schools they could encourage participants to attend, as there was no public 4-year school in commuting distance. Several other institutions were concerned about the transferability of credits earned at their schools. These schools did not have reciprocity (or articulation agreements) with nearby 4-year schools, and they reported that transferring was often difficult because many of their credits were not accepted.[19]

Tutoring and Supplementary Instruction

Unlike academic advising, not all schools in the study provide tutoring as a free support service to students, and very few provide it to any one student on more than a limited basis. Because the free tutoring that is available is often decentralized, provided by only some departmental labs or other departmental offices, it is hard to identify all tutoring sources in a short visit to a school. Exhibit 7-5 is our best effort to identify the tutoring services (and SI, which will be discussed next) available at the schools included in this study.

Tutoring, the Institutional Picture. While most of the schools in the study offer some general tutoring services for students, *a substantial minority of schools do not have free tutoring services, or offer tutoring primarily in connection with developmental classes.* About a quarter of the schools visited either do not offer tutoring, or provide a very limited amount to students ineligible to receive tutoring through any other source. Even among the schools that have organized tutoring services, some of the efforts are quite small. For example, one institution with 14,000 students has a central tutoring facility with 2 professionals and 25 peer tutors.

When tutoring is provided, schools limit its availability in a number of ways. Several schools limit tutoring to particular departments, notably math and English. Most limit tutoring to lower division courses and restrict the numbers of hours of tutoring a student can receive to 2 or 3 a week. In some schools tutoring is quite fragmented, divided between departments and various special service projects (such as a multicultural center, a women's center, or a minority engineering program). Excluding SSS-supported tutoring, 2-year schools are less likely than 4-year schools to provide tutoring centers, although most have some lab opportunities that include tutoring in conjunction with developmental classes.

Even where tutoring is located at a center or otherwise coordinated, the scope of services can vary greatly. The most ambitious tutoring efforts include all or most of the following: individual and group tutoring sessions; a wide range of subjects; drop-in tutoring in several subject areas (which requires that tutors be present over a relatively long period of the school day); a separate writing center where students can get help in drafting or editing term papers or other writing assignments; computer-based programs that enable students to work at their own pace on particular skills (in some schools this is a separate operation); workshops designed to aid students to study or prepare for tests; and supplementary instruction. Some multiple service tutoring centers are called Learning Centers or some other related name.

Most tutoring offered by institutions is peer tutoring. Peer tutoring usually means that tutoring

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[19] One additional issue, that of the appropriate students for the initiative, is discussed in the section of this chapter on project clientele.

Exhibit 7-5. Tutoring and supplemental instruction (SI)

Institution undergraduate admissions policy	Non-SSS tutoring services*	SSS tutoring services*
Four-year, public, 4,343 HC, 82% full time, moderately selective	Departmental tutoring: some have labs (e.g. math has .5 instructor), others offer private tutoring only. Proposal for tutoring center (modeled on SSS--concern about blended service)	15 peer tutors, most work study; tutoring for introductory courses, esp math; 1 on 1 prim., appts. Tutors also teach groups grammar, basic math.
Four-year, private, HBC, 3,500 FTE, 95% full time, liberal admit	English dept. skills center; limited tutoring through counseling center (5 peer tutors, 15 hours per week each; limited departmental tutors through work study; group tutoring for vet medicine.	18 peer tutors, 12 hours per week, most work study, most upper division, were in SSS, mostly 1 on 1, geared to specific courses in reading, math, history, chem, bio.
Four-year, public, 14,117 FTE, moderately selective	Tutoring center, 2 prof, 25 peer tutors/lab assists, some emphasis on special admits.	Supplementary tutoring when institutional center closed, 2 grad students, 2 instructors, mostly small groups
Four-year, public, 5,130 HC, more than 80% full time, traditional admit	Tutoring center, up to 2 hour per week, 1 on 1, appts., 18 mostly peer (80%) tutors. Study groups organized. Fields: math, stat, accnting, bio, chem. Writing center: 1 on 1, drop-in, 14 faculty part time, 400 hrs. per semester	1.25 hours peer SI for 4 freshman courses by prof with 4 peer tutors. Prof tutoring in small groups--four 2-hr sessions a week approx.
Two-year, public, 8,000 HC, 69% part time, open admit	Reading/study skills center: peer tutors geared to develop. classes, mostly small group, some drop in.	Most 1 on 1, student, community, staff, retired teacher tutors (total: 23). Informal help, study skills, computer lit. academic subjects.
Two-year, public, 7,890 HC, 65% part time, open admit	Labs for develop. courses in writing, math; Drop-in tutoring center (orig. SSS) 5-6 hrs. a day, focus on math, science, also offers peer SI for 5 classes a year	Peer tutors (each 6 hrs. a week), most 1 on 1, geared to specific courses, most get 1 hr. twice a week.
Four-year, private, 1,598 HC, 75% full time, liberal admit	Limited tutoring (for non-SSS)	Main tutoring on campus. Approx. 40 peer tutors, mostly appts. Typical amounts of tutoring: 3 hrs. a week for 6 weeks.
Four-year, public, 1,350 HC, 84% full time, liberal admit	Intensive peer SI for develop. classes (new). 10 tutors: 5-10 fresh. each, 5 hours per week. Diagnostic tests, track progress (state grant). Limited regular tutoring (for non SSS).	Main tutoring on campus; 12 peer tutors, mostly group., appts., any class, level: Eng., math, languages, chem, acctng, computers, etc.
Two-year, public, 3,570 HC, 70+% part time, open admit	CAI lab supplements develop. courses	Only tutoring on campus. 15-20 peers, 6-7 hrs. a week, 1 on 1 and small group, appts.: many areas incl. chem, math, writing; geared to develop. and reg. classes.
Two-year, public 14,120 credit, 64% part time, open admit	Departmental study labs (currently being consolidated), CAI	10-15 peer tutors, most 1 on 1, for develop. classes, typically appts. for 3-week periods with ongoing assessment.

*The abbreviation "prof" stands for "professional" not "professor."

NOTE: Most narrative information is for the 1990-91 school year.

Exhibit 7-5. Tutoring and supplemental instruction (SI)--continued

Institution undergraduate admissions policy	Non-SSS tutoring services*	SSS tutoring services*
Four-year, public, with 2-year program, 819 HC, modified open admit, priority urban, disadvantaged	Multiple sources: ethnic resource centers (4); departmental (e.g. social & behavioral science); reading/writing center: drop in (1 prof, 3 grad students, 18 peers, most 1 on 1), peer SI for several courses; math learning/assessment center: drop in (1 prof, grad students, peers), linked to independent study courses.	for fresh: peer SI for SSS develop. math sections (and addt'l tutoring); for soph: peer tutoring in several subjects; total 20 tutors (most peer, some grad students).
Four-year, public, 34,634 HC, most full time; selective	Center (institutional and SSS $--80% of participants are SSS), drop in tutoring, CAI, and workshops (total: 50 peer tutors at center); departmental tutoring (accnting, economics, stat, math,); minority major program tutoring (e.g., business schl, nursing); minority science enrichment program (group study, tutoring); peer SI and tutoring for intro. chem.	Same center offers peer SI (SSS have enrollment preference), groups meet twice a week. (total 50 tutors at center); computer lab (80% SSS) (also tutors in summer program)
Two-year, public, 1,311 HC, 66% full time, open admit	Lab (SI) for freshman English (1 prof, shares space with SSS lab)	Labs (SI) for developmental courses: required, 3 FT prof, 1-2 sessions per week depending on course; peer tutoring (10 tutors): appts., 1 on 1, two 1-hr sessions per week typical.
Two-year, public, 4,773 HC, 70% part time, open admit	Limited tutoring (non-SSS eligibles)	Main tutoring on campus: 15 peer tutors, service averages 2 hrs a week, appts., 1 on 1 and small group
Two-year, public, 12,881 HC, 66% part time; open admit	Departmental tutoring labs: drop in, English, math/business, biology, physics/chem, anatomy/physio, computers; center for peer tutoring (institutional $, Perkins $, SSS$, depending on student eligibility) total: 22 tutors	Center for peer tutoring: (see institutional description) SSS eligible supported through SSS--up to 1 hr per week per credit, appts., total of 22 tutors.
Four-year, private, 3,200 HC, 63% full time, liberal admit	Center for peer tutoring; state-funded EOP program includes peer tutoring: 8-10 tutors.	Prof tutors (3 FT) for SSS and EOP participants, 1 on 1, intensive (up to 10 hrs a week per student)
Four-year, public, HBC, 3,449 HC, 85% full time, modified open admit	CAI academic skills lab (Title III, 2 FT prof); peer tutoring: 6-10 peer tutors, 3 grad students, math, writing, appts. and drop in, small groups and 1 on 1; departmental tutoring (math, Spanish, other).	Peer tutoring required for all SSS: 1 on 1 and small group, many subjects appts., typically 1 hr a week.
Two-year, public, 2,966 FTE; open admit	Center, peer tutoring (mostly Perkins $, some institutional $), 1 on 1 and small group. (SSS eligible referred to SSS--were combined till recently). Hard to find qualified tutors	Drop in, 90% peer tutoring center, 1 on 1 and small group, 15-25 tutors, 2 FT coordinators also tutor. Hard to find qualified tutors
Four-year, public, 8,154 HC, 94% full time, selective	Center with peer tutoring, SI, writing lab--non-SSS eligible pay $5 an hour for tutoring, 100 peer tutors, appts., 9 SI leaders, 24 writing tutors	SSS eligibles do not pay for center's tutoring services and get priority for experienced tutors.

Exhibit 7-5. Tutoring and supplemental instruction (SI)--continued

Institution undergraduate admissions policy	Non-SSS tutoring services*	SSS tutoring services*
Two-year, public, 6,500 HC, 60% full time; open admit	Departmental labs-biology, accnting, nursing, business, reading/ESL, library; state-funded EOP program includes tutoring	Peer tutoring (some from nearby 4-year schools): 30+ tutors, av. 18 hrs a week, tutoring in most develop. and regular courses and ESL, offer 2 hrs. a week for 2 subjects, appts.; more intensive for LD (1 FT prof).
Four-year, public, 6,639, 80% full time open admit	Center for peer tutoring: 18-25 tutors, mostly fresh. Eng. and math, appts.	Required labs for develop. classes (2 FT lab assists.) some peer tutors in labs.
Four-year, public, 6,602 HC; 74% full time; relatively selective	State $ EOP includes group tutoring, required SI 1.25 hours per week; center for tutoring (SSS and EOP $--75% peer, 50 tutors)	Prof SI aligned with fresh. courses (e.g. history, English); center for tutoring (75% peer, some grad students, community people--50 tutors, see institutional description), up to 2 hrs per week, includes writing center; LD have 1 prof tutor.
Four-year, public, 17,460 HC, 72% full time, moderately selective	CAI math lab	Peer-led group tutoring, amount depends on GPA and year; SI for freshman courses (new); total: 60 peer tutors--was 1 on 1 till this year.
Two-year, public, 13,000 HC, 52% full time, open admit	Center for tutoring, CAI, etc., 3 FT profs, 40 peer tutors, 3 computer assists., drop in, up to 2 hrs. per week, (.33 Perkins and .67 institutional $); state $ EOP includes peer tutoring (check); math lab: 3 FT profs, 25 grad student tutors (Perkins and institutional $), develop and regular course help; writing center: 1 prof, 11 grad student tutors, small groups for develop. writing students.	Weekend tutoring: at tutoring center space on weekends, small groups mostly, 18 tutors, (from 4-year schools), 7 master tutors (grad students).
Four-year, public, 11,575 HC, 58% full time, open admit	Center (institutional and SSS $) provides drop in tutoring: math (2 profs, 16-17 peers), most 1 on 1, Eng/writing (2 profs, 8 peers), geared to develop. and fresh. courses, history/ poli sci (1 prof, 4 peers), science (1 prof, 4 peers), reading: labs, geared to develop. classes and proficiency exams (1 prof, 9 peers).	See institutional description
Four-year, public, 25,480, 66% full time, moderately selective	Center (institutional, state EOP, other state categorical, SSS $) includes peer tutoring for lower division courses, writing center, SI for 35 courses, other services, 10 profs, approx. 38 peer tutors, most 1 on 1; minority major programs include tutoring: engineering, business, sciences.	SSS and EOP participants have preference in enrolling in tutoring, SI at center (see institutional description); tutoring for LD for proficiency exams (1 on 1, .5 prof) and group tutoring for writing exam needed to graduate (.5 prof)
Four-year, private, 1,003 HC, 83% full time, liberal admit	Labs for developmental courses (faculty contribute time)	Main tutoring on campus, 13-20 peer tutors

Exhibit 7-5. Tutoring and supplemental instruction (SI)--continued

Institution undergraduate admissions policy	Non-SSS tutoring services*	SSS tutoring services*
Two-year, public, 829 HC, 53% full time, open admit	CAI lab (SSS supplies tutors)	Only tutoring on campus, 35-45 mostly peer tutors for develop. and regular courses, appts., most 1 on 1, av. 1 hr a week.

Key:
prof = professional
ESL = English as a second language
hr(s)= hour(s)
LD = learning disabled
appts. = appointments
EOP = Educational equity/opportunity or related program
$ = funding
CAI = computer assisted instruction
develop. = developmental
HC = head count
FTE = full time equivalent
SI = supplemental instruction
HBC = historically black college

is conducted by undergraduates at the institution, supervised by a professional tutor coordinator or by part-time faculty. These undergraduate tutors can range, however, from students who took a particular course the previous semester and are one step ahead of those they are tutoring, to seniors with high grade point averages (GPAs) in their tutoring field and extensive formal tutor training. Most projects indicate that tutors receive some preservice training, usually a few hours in length, and that they meet periodically with a professional in charge of the tutoring to discuss their tutorees and receive inservice training. In one institution, prospective tutors in the writing lab are required to complete a 3-credit course in preparation for tutoring.

Finding qualified tutors is problematic in several of the 2-year schools visited. In schools with only two grade levels, a largely part-time student body, and many underprepared students, it is difficult to find appropriate students to provide tutoring. As noted previously, some of these schools restrict tutoring to developmental courses. Others seek upper division tutors from neighboring 4-year schools or tutors from the community. In some 2-year schools, peer tutoring is viewed as a learning experience to reinforce the skills of the tutors as much as an opportunity to aid the tutoree.

Some of the most ambitious tutoring services draw their funds from multiple sources. Across the institutions examined, many of those with more comprehensive tutoring services pieced together their support from sources that included (in addition to SSS) state-funded EOP programs, other special state grants (e.g., grants to prepare students to take proficiency exams required for graduation), the Perkins Act (at 2-year schools), work-study (a major source in some of the institutions), student activity fees, and other institutional funds. Some tutoring operations cobble together departmental contributions, especially faculty time.

SSS Tutoring. All SSS projects (or EOP projects with which SSS is affiliated) offer participants some tutoring services. As indicated in Exhibit 7-1, *tutoring is more likely than any other service, including advising, to be a prominent service in an SSS project.* This holds true because tutoring is likely to figure conspicuously in all three types of SSS projects--all service, home base, and dominant service--whereas dominant service projects (which tend to emphasize tutoring) are not as likely to offer advising as a key service. *At smaller 2- and 4-year institutions, the SSS project is often the main nondepartmental tutoring source on campus, and even in some of the larger 2-year schools it may provide the only tutoring for nondevelopmental classes.*

Most SSS tutoring, like most other tutoring, is peer tutoring, although some of the "peer" tutors in 2-year schools may be drawn from upper division students at neighboring 4-year schools. Fewer than a third of the SSS projects visited used persons who had completed bachelor's degrees (we have called these persons "professionals" in the exhibit) as the main tutors. Nonetheless, the use of professionals in some SSS projects is noteworthy, because it stands in contrast to other tutoring available at the same institutions. *Tutoring is usually supervised by a tutor coordinator with a bachelor's degree in either education or an academic field.* This person may also conduct some of the tutoring.

At most of the schools visited, SSS tutoring is conducted through scheduled appointments, rather than on a drop-in basis. Only a very small number of the projects operate drop-in centers, and those centers combine SSS resources with substantial institutional or other funding sources in order to offer the service. Among the sites visited, individual assistance (one on one) was generally the preferred tutoring method, but some projects offer a combination of individual tutoring and small group sessions. Part of the reason for group sessions is cost, but group sessions also appear to be viewed as pedagogically desirable in helping students understand material in a particular course in which they are all enrolled.

SSS tutoring is almost always course-specific.[20] SSS projects offer tutoring for both developmental and regular classes, although most SSS tutoring is for lower division courses. This is undoubtedly the case because most SSS projects are aimed at lower division students. And in schools where the institutional tutoring offerings are limited to developmental offerings, SSS projects tend to provide nondevelopmental tutoring primarily.

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[20] Only one project in the study offered tutoring aimed at general skill development, and this was a project in a school with no developmental courses. This tutoring was closer to SI as it was organized as group sessions.

Amounts of tutoring vary within and across projects. Some projects set up a schedule of weekly or other periodic tutoring appointments at the beginning of the semester, and expect students to come each week. Counselors encourage students to sign up for tutoring even before the students may recognize they need help. Other projects work on the assumption that students will only seek tutoring when they find they are slipping behind, or after midterm tests, and they operate on a more ad hoc tutoring schedule. Some advertise group sessions at intervals and invite students to sign up. A few projects accept students for short-term tutoring (sometimes intensive) throughout the semester or until resources are exhausted. A number of projects count on the tutoring component to attract participants, and then provide them with academic advising and other services. Here are two examples of the role of tutoring in SSS projects. In the first example, tutoring is a dominant service and the project is separate; in the second, SSS is largely a home base project with a tutoring component that is blended.

Example A

> This small community college is in a poor, rural area. The SSS project is the only source of tutoring at the school. It provides individual and small group peer tutoring throughout the school year and on an as-needed basis during the summer months. The bulk of tutoring is in mathematics, chemistry, and writing. During the week of the site visit, the project had 132 sessions in 13 subjects. Sessions are formally scheduled and students generally attend two sessions a week.
>
> Tutors receive considerable training. They attend about 2 days of preservice training and then meet regularly with the tutor coordinator to discuss student problems and receive assistance. The coordinator also observes tutoring sessions occasionally.
>
> Tutoring is a main entry point for students into the project. Students usually seek to enter the project because they have heard about the services from other participants, or have been referred by developmental course instructors or faculty advisors. The project does not advertise too widely because it fears that it will be swamped with applicants. Once enrolled, participants are also provided with academic advising and other project services.

Example B

> This large state university campus has several programs for at-risk students. There is an SSS project, a separate EOP program, an intensive developmental program with counseling, and a number of departmentally based programs for underrepresented students. The SSS project provides academic advising and other counseling as well as workshops.
>
> A few years ago the institution decided to consolidate its tutoring functions in a single Learning Center. The center has a large professional staff that supervises drop-in lower-division tutoring, supplemental instruction, self-paced resource materials, a writing center, workshops aimed at improving skills and learning to study, and other services. Most of the center resources are institutional, but the special programs contribute funds to the center that help to support peer tutoring and supplemental instruction. In return, their participants have first priority at the start of each semester for tutoring and SI. SSS participants who are learning disabled can set up a schedule of appointments with the same tutor, a service not available to others. Because all students at the school make use of the center, there is no stigma associated with using the services.

A Branch of Tutoring--Supplemental Instruction (SI). Both institutions and SSS projects offer instruction or other adjunct assistance that is directly linked to particular classes--especially developmental and freshman classes. Depending on the institution and the kind of adjunct assistance, these activities are referred to as laboratories, mastery classes, or supplemental instruction. Sometimes these activities carry formal credit. (If the course is developmental, the credit for both the course and the adjunct instruction does not count toward graduation, but does count toward financial aid.) Although some laboratories may be limited to computer programs that students can use at their own pace, most involve interaction with instructors or peer tutors, so we have grouped them with instructional activities. We refer to all of these supplementary instructional activities as SI in this discussion.

Somewhat over half the schools visited offer some form of SI. In half of those schools, SSS is either the only source of SI or, more commonly, one of the main sources. In two schools, for example, supplemental instruction tied to developmental courses is a prominent feature of the SSS project. Most of the developmental course instructors in those institutions expect students to attend the SSS-sponsored labs as part of their course. More commonly, SSS offers supplemental instruction for large freshman courses. In some schools it is a key reason students are drawn to the SSS project.

Although the details are different across institutions, SI or mastery classes are usually group sessions held in conjunction with regularly scheduled courses. A group leader is likely to attend the course with the SI participants, then lead a relatively small group study session. The session often immediately precedes or follows the regular class. SI is typically held for 1 or 2 hours a week. Depending on the school, the group leader may meet regularly with the course instructor to discuss course upcoming assignments or the performance of study group members. In cases where SI is SSS-sponsored, the SI group leader may also review student progress with SSS counselors or other staff.

Unlike regular tutoring, SI is provided by both undergraduates and college graduates. At some schools it is provided entirely or primarily by persons with at least bachelor's degrees. Even where SI is provided by undergraduates, the group leaders are almost always upper division students with outstanding academic performance who are specially selected. They are often recommended by the faculty member teaching the course.

In schools where SI is offered by both the institution and the SSS project, it is likely that one source offers developmental SI and the other provides SI for regular courses. In some blended projects, SSS contributes resources to a learning center that provides SI to several groups of special students. Among the institutions visited, SI is more likely to be sponsored by SSS in 4-year than 2-year institutions. The following two examples reflect SI services offered by SSS projects.

Example A

This school is a medium-sized, moderately selective 4-year institution. The SSS is the only source for SI at the school, and the project offers at least four applied study skills laboratories to participants in conjunction with popular freshman courses. The courses are usually ones needed to fulfill general education requirements. Sessions are held once a week immediately following the regular class. SI class size is limited to 20.

The SI sessions review class material, but they also provide help with general skills including time management, note taking, condensing material, reading texts, and preparing for exams. They are taught by professional SSS staff members, most of whom have master's degrees in the subject areas, and some of whom also teach developmental courses for the SSS project. A peer tutor familiar with the material is also available to students who need extra assistance.

Example B

This small community college is in a very poor community. SSS provides developmental labs that are required sessions meeting once or twice a week. The labs supplement the developmental courses in grammar, reading, and math. Reading and grammar labs have 20 students or fewer; math labs are somewhat larger. Labs offer CAI as well as tutoring by the lab supervisors and peer tutors. Although not under SSS auspices, some of the lab supervisors also teach developmental courses. All the lab supervisors have backgrounds in teaching and all are currently completing master's degrees.

Overall, students probably spend more hours exposed to SSS through tutoring than through any other service. Yet some of the projects visited seem to be adjusting the relative importance of tutoring in their package of services. A few schools have separated their SSS and non-SSS tutoring services over the past few years at federal insistence, and in these schools the SSS projects have been trying to find a unique SSS tutoring role in light of that change. Other projects are faced with institutional demands to consolidate tutoring efforts because of budget shortfalls or other pressures. In some schools, the very success of SSS tutoring has led the institution to create, or to consider developing, comparable services available for all students, thereby jeopardizing the uniqueness of the SSS service. For all of these reasons, the SSS tutoring function appears to be in some flux.

Developmental and Other Courses

All but a handful of the schools in the study offer developmental or remedial courses, and require that students make up academic deficiencies by enrolling in them. Exhibit 7-6 indicates the range of developmental offerings at schools included in the study. Developmental courses are commonly offered in mathematics, English, and reading, and some schools also offer a study skills course linked to the developmental program. As noted previously, remedial courses are often accompanied by labs or special tutoring sessions. Developmental courses usually carry no credit toward graduation, although they do count toward financial aid. Schools differ, however, with respect to the extent of their remedial offerings and when students must make up academic deficiencies.

The variations in developmental policies and practices noted in the case studies include the following:

- Some community colleges require placement tests and recommend developmental courses based on the results, but students are not required to enroll in them. They may choose, instead, to try the corresponding credit course.[21]

- Some community colleges require developmental courses based on the results of placement tests, but students can postpone taking the developmental courses; students in some occupational programs may be able to avoid them altogether.

- Institutions differ with respect to the numbers of developmental course levels they create. Some open admission schools have multiple course sequences in each subject--a student can spend up to an entire year taking developmental courses primarily--while others have a maximum of 9 or 12 developmental credits.

- Students are directed to developmental courses based on standardized placement tests, but only a few schools retest students or have standardized proficiency tests for graduation. Nonetheless, proficiency tests appear to be increasing at 4-year institutions.

In public institutions, the rate at which the state supports developmental education appears to be an important influence on the number of developmental course credits offered. In a few of the more selective 4-year schools in the study, the state provides no reimbursement and no developmental courses are offered. At some of these institutions, students can enroll simultaneously in nearby community colleges to obtain needed courses. In some institutions, state

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[21] One community colleges in the study did not require either entrance exams or placement tests. All students could enroll in regular freshman courses, although faculty then directed some to developmental courses.

Exhibit 7-6. Developmental/study skills courses or workshops

Institution undergraduate admissions policy	Non-SSS developmental/study skills courses	SSS courses (includes credit courses in academic fields, as indicated)
Four-year, public, 4,343 HC, 82% full time, moderately selective	No developmental courses	Basic skills instruction by peer tutors, 3-hour-per-week sessions in grammar, basic math; counselor offers workshop on uses of library
Four-year, private, 3,500 FTE, 95% full time liberal admit	Developmental courses required: English (with skills center), math, engineering	Faculty teach SSS-supported basic skills course sections for SSS participants in reading, math. Also study skills course (taught by counselor)
Four-year, public, 14,117 FTE, moderately selective	No developmental courses but students can take community college courses at same site	
Four-year, public, 5,130 HC, more than 80% full time, traditional admit	Developmental courses required in English, math, reading (students pay full costs in addition to regular tuition); one week, 1 credit orientation/study skills course recommended	Special sections of developmental courses, (so SSS participants don't pay): reading, writing, math. Also smaller sections basic college writing (credit bearing) for SSS participants
Two-year, public, 8,000 HC, 69% part time, open admit	Developmental courses recommended in reading, math, English (Eng. skills center)	(Two developmental English instructors housed in SSS office)
Two-year, public, 7,890 HC, 65% part time, open admit	Developmental courses recommended: 5 in English, 8 in math (with labs), study skills courses recommended	Survival skills video developed by project
Four-year, private, 1,598 HC, 75% full time, liberal admit	Developmental courses required in math, English, study skills	
Four-year, public, 1,350 HC, 84% full time, liberal admit	Developmental courses required in math, English (with intensive peer SI)	
Two-year, public, 3,570 HC, 70+% part time, open admit	Developmental courses required for degree in math, English, reading	
Two-year, public, 14,120 credit, 64% part time, open admit	Developmental courses required for degree students, study skills workshops	Workshops on study skills
Four-year public w/ 2-year program; 819 HC, modified open admit, priority urban, disadvantaged	Developmental courses required in math, study skills workshops and SI, 2-unit learning strategies (survival skills) course recommended	SSS sections of 2-credit survival skills course taught by SSS counselors; SSS participant sections of developmental math courses supplemented with SSS-funded SI

NOTE: Most narrative information is for the 1990-91 school year.

Exhibit 7-6. Developmental/study skills courses or workshops--continued

Institution undergraduate admissions policy	Non-SSS developmental/study skills courses	SSS courses (includes credit courses in academic fields, as indicated)
Four-year, public, 34,634 HC, most full time; selective	Developmental courses required: math, reading, writing (with SI); freshman seminar--study skills: taken by all special admits (part SSS $)	Eight week study skills course (freshman seminar) taught by counselors, required for SSS participants, others take also (part institutional $); workshops on computer use; part of costs of developmental course SI is SSS-funded
Two-year, public, 1,311 HC, 66% full time, open admit	Developmental courses required: English, math, reading, (with SSS-funded SI) study skills; also ESL	Labs (SI) for developmental courses (required for all developmental students_
Two-year, public, 4,773 HC, 70% part time, open admit	Developmental courses required for degree students: math, writing, reading (see SSS explanation of $)	Developmental courses required for all degree students who need develop. ed. (SSS $ supports 4 of 6 instructors): reading, math, English; study skills course recommended (counselor teaches)
Two-year, public, 12,881 HC, 66% part time; open admit	Developmental courses recommended: reading, math, English comp.; adjustment to college course (includes study skills) recommended; study skills workshops.	
Four-year, private, 3,200 HC, 63% full time, liberal admit	Developmental courses required: 6 in English, 2 in math (see SSS for $ explanation)	SSS $ support part of salaries of 2 developmental instructors for SSS participant sections (reading, math); math skills workshop
Four-year, public, HBC, 3,449 HC, 85% full time, modified open admit	Developmental courses required in reading, writing, math (with CAI academic skills labs); study skills presentations by counseling center during required freshman orientation course and school year	Study skills workshops
Two-year, public, 2,966 FTE; open admit	Developmental courses required: English and math sequences; orientation study skills course (recommended): writing, critical thinking; counseling center offers study skills workshops	Workshops on study skills
Four-year, public, 8,154 HC, 94% full time, selective	No developmental courses except ESL; study skills workshops (part SSS $)	See institutional description
Two-year, public, 6,500 HC, 60% full time; open admit	Developmental courses required; study skills workshops (by center with part SSS $).	Study skills workshops, ESL instruction offered to all students (offered at center with part SSS $)
Four-year, public, 6,639, 80% full time, open admit	Developmental courses required: 3 course sequences in reading, English, math with required labs (labs SSS $); freshman study skills course required	SSS-funded sections of study skills course for SSS participants; SSS-funded sections of developmental courses for SSS participants--smaller, include labs; SSS-funded sections of credit courses (algebra and trig) for SSS participants.

Exhibit 7-6. Developmental/study skills courses or workshops--continued

Institution undergraduate admissions policy	Non-SSS developmental/study skills courses	SSS courses (includes credit courses in academic fields, as indicated)
Four-year, public, 6,602 HC; 74% full time; relatively selective	Developmental math required; short-term study skills courses (part SSS $);	Developmental reading, writing, ESL, study skills courses required for all who need develop. ed; short-term credit courses (e.g., computer use) and workshops open to all students (part SSS $)
Four-year, public, 17,460 HC, 72% full time, moderately selective	No developmental courses (legally prohibited), intro courses at local community college accepted for credit in lieu of developmental courses (if placement tests show need); some CAI develop. math; study skills workshops through counseling center	Study skills workshops
Two-year, public, 13,000 HC, 52% full time, open admit	Developmental courses required: 2 math (with recommended lab--Perkins $), 1 writing (with recommended lab--Perkins $), 2 reading; one-credit survival/study skills course (taught by counselors)	
Four-year, public, 11,575 HC, 58% full time, open admit	Developmental courses required: English (recommended labs have some SSS $), math, reading (recommended labs have some SSS $);	See institutional description (developmental labs, open to all, have some SSS $); study skills seminars by counselors open to all (some SSS $)
Four-year, public, 25,480, 66% full time moderately selective	Developmental courses required: English, math (with recommended SI--part SSS funded prior to this year), one unit orientation/study skills course	SSS participants have preference for enrolling in developmental SI at center (see institutional description); workshop on preparing for writing proficiency exam, study skills
Four-year, private, HBC, 1,003 HC, 83% full time, liberal admit	Developmental courses required: English, reading math (with labs). Four unit orientation course required for all students.	Study skills workshops
Two-year, public, 829 HC, 53% full time, open admit	Developmental courses required: multiple courses sequences in reading, math, English	Orientation course includes study skills encouraged for students in develop. classes (taught by tutor coordinator); also workshops on study skills

Key: HC = Head count
FTE = Full time equivalent
SI = Supplemental instruction
$ = funding
develop. = developmental
HBC = historically black college

subsidies are limited to 9 or 12 units per student. Some schools in the study receive no state reimbursement if students repeat developmental courses. At one school, the state provides no reimbursement, but about two-thirds of freshmen are required to take at least one developmental course nonetheless. The students must pay the full costs in addition to their regular tuition. In these and other ways, states appear to be limiting the costs of developmental instruction.

While the case studies did not examine developmental education offerings in depth, issues arose in the course of the case studies that should be noted because of their implications for SSS projects and college completion:

> **Multiple Levels of Developmental Courses.** Several 4-year schools in the study require students with low placement test scores to complete an extended sequence of remedial courses in each subject. At one open admission 4-year institution, for example, a student could be required to take as many as 36 developmental credits before taking most regular courses. This school is exploring ways to condense the sequences in some fields. Even at schools with fewer remedial requirements, SSS staff express concern that students become discouraged by developmental requirements. Not only do the requirements mean that students must spend time in non-credit-bearing courses, but they extend the financial costs of college (including loan indebtedness) for the students with the greatest academic problems. Many of the students who take the largest number of developmental credits come from poor families and can least afford these costs.
>
> **Completing Remedial Programs Without Gaining Sufficient Skills.** At the same time, however, staff at schools with constraints on developmental offerings note that some students complete the developmental courses but are still unable to complete regular classes successfully. Many of these students make heavy use of SSS projects and other tutoring opportunities, but some become discouraged about their ability to complete the regular program. They may stay away from some courses needed to complete their degrees. As institutions and states adopt more proficiency tests for graduation (or even for taking upper-division courses) they will be forced to recognize this problem and take some action, but solutions are unclear.

In some public 4-year institutions, the issue of developmental courses has become caught up with state budgetary pressures and changing admission requirements. Several of the public 4-year schools in the study are considering increasing their entrance requirements. This process would likely entail eliminating all or some of their developmental program. Two schools in the study did increase their admission requirements in the mid-1980s and eliminated their developmental programs. Nonetheless, both retained special admission opportunities. In one case, students are directed to an onsite community college for developmental work. In the other school, the SSS project provides the only basic skills remediation available, through small-group tutoring.

SSS Developmental Offerings. SSS provides developmental classes for its participants in about a third of the 4-year schools in the study and in one of the 2-year institutions.[22] Project staff indicate that these sections are either smaller than other remedial classes or that they are the only developmental classes at those schools with labs attached. In the school where students must assume the full costs of developmental classes over and above their regular tuition, SSS operates its own sections so participants will not have to pay. In a very few schools, SSS also supports sections of credit-bearing courses in English or math, and one SSS project visited offers short-term or modular courses on a range of subjects (e.g., computer literacy, grammar, developing an academic vocabulary). When SSS provides its own developmental instruction, the instructional staff are almost always full-time members of the SSS staff rather than members of academic departments. Most have master's degrees in either education or in the academic subject they teach.

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[22] In most of these institutions, the institution does not make a sizeable contribution to the SSS project. In one school, the institutional contribution is 29 percent, primarily for the director's salary. In another, the institutional contribution is 30 percent. In the rest of the schools the institutional contribution is much lower.

Other SSS Courses. In less than a quarter of the sites visited, SSS provides a college orientation or study skills course--also called a college survival course--that is geared to new freshmen participating in the program. At some, but not all, of these institutions the course is taken for academic credit. The course is usually taught by an SSS counselor, although it may also be taught by a tutor coordinator or other staff member. It is likely to deal with such topics as setting goals, study skills, time management, test-taking skills, using the library, or getting help from support services available at the school. Although this instructional component is not widespread, it appears to be a central focus of the program in a few projects.

Example

> At a small 4-year institution with open admissions, the SSS project is designed to serve freshmen who need developmental classes. Students who are eligible, based on academic need and information from a data sheet filled out at orientation, are assigned to an SSS counselor as their advisor and encouraged to participate in the program.
>
> The SSS project operates its own developmental course sections that have fewer students and are taught by full-time SSS staff. The SSS sections have required weekly lab assignments. Lab coordinators also match students with tutors for additional help when needed. SSS also operates its own sections of a required freshman student development course. The SSS sections focus more heavily than others on reading and study skills.

Instructional Workshops. A considerably more common method of providing the information included in the study skills courses is to offer workshops for SSS participants. Most workshops are an hour or two in length, although some are held for half a day or more. A few projects require participants to attend some number of these sessions, but far more encourage students to attend. In addition to study skills, test taking, and the other topics already noted, a number of projects offer workshops on computer use, math skills, preparing to take various proficiency exams, college requirements, and the like.

Summer Programs

About a third of the institutions visited offer a no cost or low cost summer program prior to freshman year--sometimes called a summer bridge program (Exhibit 7-7). Most of the programs are aimed at entering students with academic deficiencies. The programs emphasize addressing those deficiencies and creating a welcoming atmosphere on campus. *Summer programs are supported primarily through categorical state funds for EOP or special admit student services, although a few receive their funding through private foundations or other sources. SSS contributes a limited amount of support to the programs in some institutions.* In historically black colleges, other federal sources may contribute as well.

The most common form is a residential program at a 4-year institution. These programs allow students to enroll in developmental or freshman courses, either completing the courses during the summer or getting a head start by completing them during the freshman year. The students take freshman and major courses, receive individual and/or group tutoring, take field trips, and receive academic and personal counseling. Six to 8 weeks is the typical length of summer bridge programs, although one program is 10 weeks in length and several are 5 weeks or less.

The relatively few selective schools in the study all have summer programs. Probably the most ambitious is a 10-week residential program at a selective state university (described earlier). A state university that does not have either an EOP or a special admit program nonetheless offers a 5-week summer program for new minority students. It enables them to enroll in two courses of their choice and provides an indepth orientation. Another state university campus offers a 5-week program aimed primarily at special admits from

Exhibit 7-7. Policies and summer programs with focus on underrepresented or special admit students

Institution undergraduate admissions policy (including percent minority)	Minority or special admit policies (including SSS role, if applicable)	No/low cost summer programs prior to freshman year
Four-year, public, 4,343 HC, 82% full time, moderately selective, 27% minority, incl. 22% Hispanic	-Actively recruits minorities -About 20% of freshmen are admitted below cut offs (including EOP and other students). -institution prohibits remedial courses, placement tests not required	None
Four-year, private, 3,500 FTE, 95% full time, liberal admit, 96% minority, mostly black	-HBC -Many students enter with test scores and high school GPAs below preferred levels. -Placement tests and develop. courses required; -a condition of admittance for some	Summer Residential Programs: -Eight-week academic and survival skill program to address academic deficiencies. -Eight-week academic program pre-engineering program (also 1-week program) -Eight-week academic program pre-science, especially biology.
Four-year, public, 14,117 FTE, moderately selective, 6% Hispanic, 5% black, 3% Asian	-Targets communities with minorities, disadvantaged -Five percent accepted below standard qualifications. Some required to take remedial courses. School must meet financial need. -Law prohibits develop. courses, community college at site provides them.	Seven-week residential program for special admits: study skills, academic remediation, tutoring, counseling, mentoring, 100-110 per year (state-funded). Screened for SSS eligibility for school-year services
Four-year, public, 5,130 HC, more than 80% full time, traditional admit 5% minority, incl. 2% Native American	-Active minority recruitment, courses at outreach centers -Annual diversity targets -Twenty percent admitted who do not meet standard qualifications: as regular, conditional, or SSS. -Poorest offered special minority grants - **Least prepared required to participate in SSS** and in financial aid disbursement program. -Develop. courses required based on admissions tests	None

NOTE: Most narrative information is for the 1990-91 school year and prior summer.

Exhibit 7-7. Policies and summer programs with focus on underrepresented or special admit students--continued

Institution undergraduate admissions policy (including percent minority)	Minority or special admit policies (including SSS role, if applicable)	No/low cost summer programs prior to freshman year
Two-year, public, 8,000 HC, 69% part time, open admit 15% minority, mostly black	-little recruiting -faculty monitoring program for new freshmen with low placement test scores. -develop. courses and reduced load recommended based on placement tests	None
Two-year, public, 7,890 HC, 65% part time, open admit, 17% minority, mostly Hispanic	-admission fc/fs, but some programs more selective -limited minority recruitment -placement tests and develop. courses voluntary but can't take regular English without passing skills test.	None
Four-year, private, 1,598 HC, 75% full time, liberal admit, 5% minority, incl. 3% Native American	-little minority recruiting, -approx 25% below preferred admission requirements -develop. required with low entrance exam scores - **high risk group must agree to remediation and SSS.**	None
Four-year, public, 1,350 HC, 84% full time, liberal admit, 2% minority	-seeks diversity, offers attractive financial aid package to minorities -about 25% below preferred admission requirements -develop. courses required for students with low placement test scores, can be repeated as needed.	Site of statewide 6 week residential program for minority students--freshmen and transfers. Tutoring, counseling, study skills. **(SSS $ for study skills course.)**
Two-year, public, some 4-year programs, 3,570 HC, 70+% part time, open admit	-little recruitment -develop. courses required based on placement tests for degree and certificate programs--many postpone	None
Two-year, public, 14,120 credit, 64% part time, open admit, 20% minority, incl. 8% black, 7% Hispanic	-increasing recruit effort on minorities -develop. courses required for matriculating students if low placement test scores	None
Two-year program in 4-year public, 819 HC, modified open admit, 34% minority incl. 15% black, 11% Asian,	-separate college for at-risk students within university -active recruitment of disadvantaged, minority, urban students -develop. courses required based on placement tests	-Seven-week residential intensive basic skills instruction program including ESL, math, etc. Minority students have priority.

Exhibit 7-7. Policies and summer programs with focus on underrepresented or special admit students--continued

Institution undergraduate admissions policy (including percent minority)	Minority or special admit policies (including SSS role, if applicable)	No/low cost summer programs prior to freshman year
Four-year, public, 34,634 HC, most full time, selective, 11% minority incl. 7% black	-seek high achieving minority students -Special admits program: must agree to participate in set of services (state and **SSS-supported**) -placement tests for some students in math, chemistry, foreign language -underprepared based on entrance exams required to take develop. courses	Ten week residential program for limited group of special admits emphasizing academic skills. Take freshman and major courses, individual and group tutoring, study groups, academic and personal counseling, field trips (**SSS and state $**)
Two-year, public, 1,311 HC, 66% full time, open admit, 40% black	-increasing recruit effort for nontraditional students -require placement tests and develop. courses as needed	None
Two-year, public, some 4-year programs, 4,773 HC, 70% part time, open admit, 1% minority	-open admit, some programs additional requirements -no special minority recruitment -Degree students must take develop. course before comparable credit course, many postpone	None
Two-year, public, 12,881 HC, 66% part time, open admit, 12% minority, incl. 8% black	-special minority recruitment efforts -open admit, some programs additional requirements -Placement tests but remedial courses not required	None
Four-year, private, 3,200 HC, 63% full time, liberal admit, 30% minority, mostly Hispanic	-recruit from surrounding community (many at risk) -40-50% of entrants below preferred levels, small portion receives state-funded special program -Develop. classes required based on placement tests	-Six week prefreshman residential enrichment program for participants in state program: courses and tutoring in math, writing, reading -SSS: Nonresidential 3-week program, English and math skill development, orientation, events. Precursor to develop. courses
Four-year, public, 3,449 HC, 85% full time, modified open admit, 95% minority, mostly black	-HBC -open admit, but less than 2.00 GPA assigned to summer program -Developmental courses required based on placement tests	Summer Transition Program: 5-week residential session for underprepared--develop. classes in math, reading, writing. Library study, trips (state funded)
Two-year, public, 2,966 FTE, open admit, 30% minority, primarily Hispanic	-minority recruit. effort increasing -open admit, some programs additional requirements -develop. courses required based on placement tests	
Four-year, public, 8,154 HC, 94% full time, selective, 6% minority,	-minority recruitment including attractive aid package -no special admit program -no developmental courses except ESL	Minority Affairs Summer Enrichment Program: aimed at minorities, 5 weeks, two course of choice, indepth orientation.

Exhibit 7-7. Policies and summer programs with focus on underrepresented or special admit students--continued

Institution undergraduate admissions policy (including percent minority)	Minority or special admit policies (including SSS role, if applicable)	No/low cost summer programs prior to freshman year
Two-year, public, 6,500 HC, 60% full time, open admit., 96% minority, mostly black and Hispanic	-mandate to build enrollment, outreach to minorities -Develop. courses required based on placement test results, can fail develop. courses and must repeat -additional tests for some fields (chem, engineering, math, speech) -special student program (lottery-based: financial aid, special services)	None
Four-year public, some 2-year programs, 6,639, 80% full time open admit, 14% black	-commitment to minority recruiting -open admit, but 4 levels: honors, regular, conditional, provisional -all but honors take placement tests and develop. courses required before comparable regular courses, may fail and retake	None
Four-year, public, 6,602 HC 74% full time, relatively selective, 17% minority incl. 8% black, 5% Hispanic	-minority recruitment program to attract highly qualified -EOP special admits program for lower achieving, disadvantaged students with promise (state funded) -special talents admits (theater, drama) -SSS-funded develop. courses required based on placement tests	EOP Program: 6-week program includes intensive reading, writing, math, history. Post-testing for placement, orientation, peer counseling. (SSS $ part)
Four-year, public, 17,460 HC, 72% full time, moderately selective, 10% minority	-some admission flexibility for minorities -some tuition/fee scholarships for UB completers -20% admitted below admission requirements, and some can enter with 9 credits in continuing ed. and 2.0 -placement tests but no develop. courses -local community college offers freshman courses that qualify for credit (must take instead of develop.)	None
Two-year, public, 13,000 HC, 52% full time, open admit, 52% black, 31% Hispanic, 8% Asian	-school draws from disadvantaged population -limited admit, to non-h.s. grads -special student program (lottery-based: financial aid, special services) -develop. required based on placement tests, can fail and retake.	Prefreshman Immersion: 6 week fc/fs program for new students (non-residential). Develop. classes, small freshman classes with T.A.s, registration preference (foundation funded).

Exhibit 7-7. Policies and summer programs with focus on underrepresented or special admit students--continued

Institution undergraduate admissions policy (including percent minority)	Minority or special admit policies (including SSS role, if applicable)	No/low cost summer programs prior to freshman year
Four-year, public, 11,575 HC, 58% full time, open admit, 85% minority, mostly Hispanic	-draw from poor, minority area, special outreach to talented students -develop. required before comparable freshman course based on placement tests, and must pass placement test before taking upper division courses -state limits reimbursement per student for develop. courses	None (UB program has some high school grads participating)
Four-year, public, 25,480, 66% full time, moderately selective, 49% minority, incl. 17% Asian, 14% Hispanic, 7% black, 5% Filipino	-recruit. focused on underrepresented groups (some minorities excluded) -underrep. offered attractive financial aid package (if financially needy), and special services, called EOP program -some underrep. admitted below standard criteria, must take intensive developmental program. -Develop. courses required for all who fail to pass placement tests. -some majors have higher admission requirements than school.	Five-week residential prefreshman summer program mandatory for special admits, recommended to borderline. All EOP, underrep., LD invited to attend. Develop. math, English. Orientation, tutoring, activities.
Four-year, private, 1,003, 73% full time, liberal admit, all black	-HBC -Many students enter with test scores and high school GPAs below preferred levels. -Required placement tests and develop. courses if needed	None
Two-year, public, 829 HC, 53% full time, open admit., 49% minority, mostly black	-school draws from poor area -open admit, some programs additional requirements -develop. courses required based on placement tests. Can fail courses and retake.	None

Key:
HC = head count
ESL = English as second language
FTE = full time equivalent
h.s. = high school
GPA = grade point average
UB = Upward Bound
develop. = developmental
HBC = historically black college
fc/fs= first come/first served
T.A = teaching assistant
approx. = approximately
EOP = educational equity/opportunity or related program
LD = learning disabled
$ = funding

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underrepresented groups, but is also open to other minority students and transfer students on a space-available basis.

A few of the less selective schools also have summer programs. In one case, the project is based at the campus we visited, but draws students admitted to all state college campuses. In another, a state EOP program enables the school to provide a 6-week summer program for students who do not meet desired entrance requirements. This school is also the only one in the study to have a separate SSS summer program; it is 3 weeks in length and is nonresidential. Only one 2-year school in the study offers a bridge program. It is a 6-week nonresidential program that is offered on a first-come, first-served basis to all new freshmen. It is funded by a private foundation.

The SSS role in summer bridge programs is limited. In some of the programs funded primarily with state categorical funds, SSS provides a portion of the resources. The SSS project might contribute instructors or tutors for courses, or it might provide one or more of the counselors for the program. In a few cases, the SSS project director serves as the director of the summer program and is paid out of state or other funds. (This practice appears to be diminishing because of federal insistence that SSS project directors be full time.) As already noted, there was only one case in which SSS operated a separate summer project; it was nonresidential, 3 weeks in length, and limited to students who qualified for SSS but did not qualify for the state-supported project.

SSS contributions are undoubtedly limited because grant sizes are simply not sufficient to support summer and school year projects. In schools for which separate cost data for summer projects were available, projects often cost considerably more than the entire SSS budget. In addition, state programs that include the summer bridge often provide greater financial support in the freshman year, because it is recognized that participating in the project means that the student is unable to work during the summer before college starts. Clearly, SSS could not provide this level of support. Nonetheless, summer bridge projects offer an important opportunity to recruit students for SSS projects, and SSS project staffs usually maintain contact with them.

Targeting and the SSS Clientele

The SSS legislation stipulates a procedure for client targeting, mandating that at least two-thirds of the participants be either first generation and low income or disabled. The rest of the participants must meet either the low-income or first generation criterion. While this targeting procedure may limit substantially the eligible students at some institutions, at other institutions a large percentage of students meet the statute's eligibility criteria. Further, some schools have sought grants in order to focus on particular subgroups of those students who meet the SSS criteria but share other characteristics as well. This section outlines five different approaches to targeting observed in the sites visited and comments on the nature of the SSS clientele.

Wide Recruitment Projects

As shown in Exhibit 7-8, *the majority of projects use recruitment approaches that are designed to cast a relatively wide net.* Commonly used methods include distributing brochures that advertise the SSS project services and eligibility criteria, making presentations with similar information at orientation sessions, and sending letters about SSS services to new students with low entering test scores or to recipients of Pell Grants. Projects also receive referrals from other participants, from faculty, or from administrative offices. In advertising, projects are likely to stress the services they believe will be most attractive to students--tutoring, workshops, assistance with financial aid applications, and the like. They may also note certain benefits of participation in those cases where they are available including early or priority registration, special supplemental instruction, cost reductions for some instructional services, or participation as a way of heading off dismissal.

Exhibit 7-8. SSS recruitment methods, targeting, and program composition

Institution undergraduate admissions policy (percent minority)	Recruitment methods (in rough order of importance)	Composition (gender, race/ethnicity, school class)	Targeting and estimated duration in project, estimated annual recruitment*
Public, 4-year, 4,343 HC, 82% full time, moderately selective, 27% minority, incl. 22% Hispanic	-contacts special admits, students on probation (lists from admission) -referrals by faculty and other providers (for tutoring) -program distributes brochures during orientation (not listed in catalogue)	175 participants -61% minority -67% female (school 48%) -30% freshmen then distributed equally -30% over 32 years of age -more likely to be female, older, Hispanic, married, single parent than student body	Special admits Students on probation Other interested eligibles -17% stay longer than 1 year -est. recruit about 145 new per year
Private, 4-year, HBC 3,500 FTE 95% full time, liberal admit 96% minority, mostly black	-presentations during orientation -Contacts students w/ SATs below 600 or low h.s. GPA (lists from admissions cross checked w/ fin. aid) -condition of admission for some -distributes brochures -referrals from other providers (e.g., counseling center refers eligibles to SSS for counseling)	379 participants -100% black -35% fresh then distributed equally -69% female (school 53%) -most 18-22 years of age -average college GPA 2.3-2.5	Interested eligibles -students on probation or with GPA under 2.0 dropped from program -most stay beyond 1 year, sometimes till graduation -est. recruit about 57 new per year
Public, 4-year, 14,117 FTE, moderately selective, 6% Hispanic, 5% black, 3% Asian	-special admits in required summer bridge program screened for eligibility--about half admitted (60) -no publicity/referrals	148 participants -85% freshmen -90% minority--mostly black -75% female (school 55%)	Freshmen special admits who are SSS eligible -primarily a freshman program--most leave at end of freshman status -after sophomore status urged to use other services -est. recruit about 60 new per year

*Recruitment numbers throughout chart are estimates calculated by authors based on available data.
NOTE: Most narrative information is for the 1990-91 school year.

Exhibit 7-8. SSS recruitment methods, targeting, and program composition--continued

Institution undergraduate admissions policy (percent minority)	Recruitment methods (in rough order of importance)	Composition (gender, race/ethnicity, school class)	Targeting and estimated duration in project, estimated annual recruitment*
Public, 4-year. 5,130 HC, more than 80% full time, traditional admit 5% minority, incl. 2% Native American	-condition of admittance for least prepared special admits (constitute 25-33% of all participants) -students seeking SI for 4 freshman courses (SSS $) -publicity -form sent with registration materials to students based on fin. aid, disabled status, developmental course enroll. -admission/faculty referrals	-325 participants -17% minority (over half American Indian) -special admit subset (a third) gets more intensive service 63% female (similar to school) 7% students with disabilities	Freshman conditional admits Eligibles needing developmental courses Other interested eligibles -primarily a freshman program (78%) -a third stay more than 1 year -est. recruit about 218 new per year
Public, 2-year, 8,000 HC, 69% part time, open admit, 15% minority, mostly black	-participants refer others -main tutoring on campus -distribute notices at registration, other publicity -referrals from counselors/faculty	-189 participants -80% female -63% black -program viewed as minority "home" on campus (76% minority)	Interested eligibles -considerably more than half of last year's participants returned this year -est. recruit about 50 new per year (more this year because total increasing)
Public, 2 year, 7,890 HC, 65% part time, open admit, 17% minority, mostly Hispanic	-crisis intervention approach (students come when they're in academic or other difficulty) -referrals from students in program -referrals from other providers -referrals from faculty -referrals from Disabled Student Office	-between 170 and 200 participants -20% minority (many groups) -75% female, including many single mothers on AFDC (school 63% f) -54% freshmen -14% students with disabilities, primarily physical	Interested eligibles -students enter throughout year when a crisis occurs -75% stay more than 1 year -program drops students who get no service for 2 quarters -est. recruit about 50 new per year
Private, 4-year 1,598 HC, 75% full time, liberal admit, 5% minority, incl. 3% Native American	-high risk special admits must participate (about a third of new participants--20) -main source of tutoring on campus (faculty, staff referrals) -survey during registration to identify eligibles, then letters (first sent to FG and LI, then to FG or LI)	-160 participants -65% female (similar to school) -25% minority	High risk admits -most stay beyond a year (100 of 160 this year are returnees) -est. recruit about 60 new per year

Exhibit 7-8. SSS recruitment methods, targeting, and program composition--continued

Institution undergraduate admissions policy (percent minority)	Recruitment methods (in rough order of importance)	Composition (gender, race/ethnicity, school class)	Targeting and estimated duration in project, estimated annual recruitment*
Public, 4-year, 1,350 HC, 84% full time, liberal admit, 2% minority	-main tutoring on campus (brochures at orientation, ads in school paper, presentations in orientation courses) -new and transfer minority, disabled, provisional admits, low SAT, UB contacted by mail or in person -school assigns SSS staff as advisor to some new disabled, provisional admits -faculty referrals	-204 participants -62% female (school 53%) -34% black -34% freshmen, 35% soph., 8% seniors -8% students with disabilities	Interested eligibles New students with disabilities -no longer in program if receive no service for a semester -70% stay longer than 1 year -est, recruit about 60 new per year
Public, 2-year, 3,570 HC, 70+% part time, open admit, less than 2% minority	-only tutoring on campus -students refer others -ads in campus media, presentations at orientation, brochures -referrals from faculty (esp. develop.) -participation can be made condition of continuing if performing poorly	175 participants 3% minority 38% freshmen (but only 2% new freshmen) -76% female (similar to school)	Interested eligibles -62% stay more than 1 year -considered inactive if don't request services for 1 semester -est. recruit about 65 new per year
Public, 2-year, 14,120 credit, 64% part time, open admit, 20% minority, incl. 8% black, 7% Hispanic	-letters to new students with low ACT/SAT (admissions lists) -faculty referrals -administrative referrals -referrals from Disabled Student Services for tutoring	200 participants 67% female (school 52%) 62% minority (42% black) 8% students with disabilities, mostly physical	Interested eligibles -about half stay more than 1 year -est. recruit about 100 new per year
Public, 4-year with 2-year program, 819 HC, 2-year program is modified open admit, 34% minority incl. 15% black, 11% Asian	-letters to students who express interest at admission, h.s. GPA below 2.0, or bottom 25%, or disabled -presentations at summer orientations -referrals from other students -referrals from Disabled Student Services for tutoring	260 participants -34% minority -53% freshmen -54% female (similar to school) -15% students with disabilities, mostly LD	Interested eligible freshmen -at mid-year, purge students who sign contracts but get no service -78% (of those getting service) stay more than 1 year -est. recruit 57 new per year

Exhibit 7-8. SSS recruitment methods, targeting, and program composition--continued

Institution undergraduate admissions policy (percent minority)	Recruitment methods (in rough order of importance)	Composition (gender, race/ethnicity, school class)	Targeting and estimated duration in project, estimated annual recruitment*
Public, 4-year, 34,634 HC, most full time, selective, 11% minority incl. 7% black	-special admits must participate in special service program (includes SSS $) as condition of admittance -separate disabled student program--half SSS, half institutional $)	1,900 in special service program (SSS $ support 600) -90% minority -84% special admits -65% female (55% school) -55% freshman 450 students with disabilities (separate program)	Special admits (EOP program) -at least 60% stay more than a year -typically use program in freshman and soph. status but some remain till graduation at reduced service level -est. recruit 240 new per year--SSS $)
Public, 2-year, 1,311 HC, 66% full time, open admit, 40% black	-students in developmental classes must take SSS labs -main tutoring on campus -presentations at orientation -some faculty referrals	250 participants -58% black -90% female (76% school) -75% freshmen	Students in developmental classes Other interested eligibles -few stay beyond a year (as they complete the developmental courses and labs) -est. recruit 200 new per year
Public, 2-year, 4,773 HC, 70% part time, open admit., 1% minority	-main tutoring on campus (faculty refer) -staff calls eligible students (admissions/financial aid lists--esp. those needing develop. classes--SSS supports) -SSS info. in admission pkg -disabled get letters	460 participants -65% freshmen -72% female (similar to school) -1% minority	Interested eligibles, especially developmental course participants -students leave program when they cease to get service -58% stay more than 1 year -est. recruit 190 new per year
Public, 2-year 12,881 HC, 66% part time, open admit., 12% minority incl. 8% black	-letters sent to eligibles (those needing develop. classes in two fields get more follow ups letters) -SSS part of main tutoring center (tutorees "assigned" to SSS, Perkins, inst. $ as eligible) -faculty referrals	255 participants -70% minority -60% female (47% school) -75% freshmen (but only 25% new) -av. GPA 2.3 (2.9 for school)	Interested eligibles not enrolled in state at-risk program Separate program for students with disabilities, part SSS $ -14% stay longer than 1 year -est. recruit 219 new per year

Exhibit 7-8. SSS recruitment methods, targeting, and program composition--continued

Institution undergraduate admissions policy (percent minority)	Recruitment methods (in rough order of importance)	Composition (gender, race/ethnicity, school class)	Targeting and estimated duration in project, estimated annual recruitment*
Private, 4-year, 3, 200 HC, 63% full time, liberal admit, 30% minority, mostly Hispanic	-students needing developmental courses sent letters, those not meeting EOP criteria (e.g., not state residents, not full time) "placed" in SSS (SSS pays develop. ed costs for its participants)	130 participants -15% fresh, 35% soph -25% minority -65% female (similar to school)	Eligible freshmen needing developmental courses not in state EOP program -students are generally in program as long as they remain at school -85% stay more than 1 year -est. recruit 20-25 new per year
Public, 4-year, HBC 3449 HC, 85% full time, modified open admit, 95% minority, mostly black	-brochures and applications in admission package -orientation presentations -students in program can't get "Fs" (may change) -faculty referrals	150 participants -75% freshmen -99% black -63% female (similar to school)	Interested eligible freshmen -no one dropped unless viewed by staff as no longer needing services -40% stay more than one year -est. recruit 90 new per year
Public, 2-year, 2,966 FTE, open admit, 30% minority, primarily Hispanic	-letters to entering students with low placement tests (admissions lists) -students on financial aid "probation" required to participate -presentations at develop. classes -tutoring center refers (SSS tutoring was combined with center until this year)	215 participants -38% Hispanic -15% Native American -71% female (60% school) -61% freshman	Eligible students seeking counseling (referred to SSS) Other interested eligibles -students must officially withdraw, no one is dropped -61% stay more than 1 year -est. recruit 84 new per year
Public, 4-year 8,154 HC, 94% full time, selective, 6% minority	-letters (and phone follow ups) to entering students who are FG or LI, admitted by review committee, TS or UB, disabled (program offers them free tutoring--all non-SSS pay for service) -Referrals from Services for Disabled for tutoring fee waivers	232 participants (of 1,400 receiving services) est. 1/3 students with disabilities, primarily LD	Interested eligibles -student progress reviewed at end of year and 125 selected to continue (i.e., continue to get services free) based on GPA, requirements, adjustment to school. -est. recruit 107 new per year

Exhibit 7-8. SSS recruitment methods, targeting, and program composition--continued

Institution undergraduate admissions policy (percent minority)	Recruitment methods (in rough order of importance)	Composition (gender, race/ethnicity, school class)	Targeting and estimated duration in project, estimated annual recruitment*
Public, 2-year, 6,500 HC, 60% full time, open admit, 96% minority, mostly black and Hispanic	-SSS part of main non-EOP tutoring and service center on campus -referrals from counseling office or faculty -students refer others -all seeking tutoring, other services, served (SSS eligible with federal $)	600 (SSS) participants this year (833 last year) -96% minority -78% female (66% school) -40% freshmen -many poor single mothers -est. 9% students with disabilities, most LD	Interested eligibles (most not in state EOP program) -students must re-enroll every semester, but many stay in program several years (for specific services) -50% stay more than 1 year -est. recruit 300 new per year
Private, 4-year with some 2-year programs, 6,639, 80% full time open admit, 14% black	-screen eligibles at orientation (using fin. aid lists) and assign interested students to SSS advisor who encourages them to enroll them in SSS $ develop. courses with labs	450-500 participants -71% freshmen -72% female (58% school) -31% minority (mostly black)	Eligible students needing developmental courses -essentially a freshman year (develop.) program--most leave when leave freshman division -student progress reviewed each semester to see who still needs service, some dropped but still get financial aid counseling -7% stay longer than 1 year -est. recruit 440 new per year
Public, 4-year, 6,602 HC 74% full time, relatively selective, 17% minority incl. 8% black, 5% Hispanic	-EOP and other students who need develop. reading are "rostered" into those courses, which are SSS $ -publicity for SSS "modular courses" and SI attracts some additional -some additional come to tutoring center (part SSS $) and eligibility verified there. -some faculty, other provider refer (for tutoring, LD services)	650 participants -50% freshmen -60% minority -50% female (same as school) -est. over 15% students with disabilities, mostly LD	Freshman special admits and others needing developmental courses Other interested eligibles -30% stay more than 1 year -est. recruit 450 new per year

Exhibit 7-8. SSS recruitment methods, targeting, and program composition--continued

Institution undergraduate admissions policy (percent minority)	Recruitment methods (in rough order of importance)	Composition (gender, race/ethnicity, school class)	Targeting and estimated duration in project, estimated annual recruitment*
Public, 4-year, 17,460 HC, 72% full time, moderately selective, 10% minority	-referrals from other students -advertising (tutoring services) -referrals from minority/special student advocacy office -new: VP sent letter to all new freshmen describing program, were swamped by mid-Oct., so instituted group tutoring (SI) -Office for Disabled refers for tutoring	served 250 last year but plan to serve 350 this year -40% minority -more than a third disabled -few freshmen (17%), most heavily sophomore (48%) followed by juniors -52% female (same as school) -more minority and LD than campus, LD rate growing rapidly	Interested eligibles -students cease to be in program when achieve better than 2.0 in courses for which they are being tutored -40% stay more than 1 year -est. recruit 180 new per year
Public, 2-year, 13,000 HC, 52% full time, open admit, 52% black, 31% Hispanic, 8% Asian	-main weekend tutoring mail publicity (to new students from low income zip codes) and make presentations to groups -some faculty/administrative referrals -some recruited from summer bridge and other special programs	525 participants -substantial number of young, single mothers -no detailed participant characteristics known	Interested eligibles -70% stay more than 1 year -est. recruit 157 new per year
Public, 4-year, 11,575 HC, 58% full time, open admit, 85% minority, mostly Hispanic	-presentations about all services (part SSS $) at orientation sessions where students fill out form on FG/disability (checked against financial aid lists) -program provides all freshman advising (part SSS $) so all new students have contact w/ program	Last year: of 7000 served, 71% SSS eligible (student characteristics largely mirror school: 90% Hispanic, 60% female)	Eligible users of services. -students are no longer considered in the program when they don't get services for 6 weeks (except advising--where they remain in project until assigned to faculty advisor)

Exhibit 7-8. SSS recruitment methods, targeting, and program composition--continued

Institution undergraduate admissions policy (percent minority)	Recruitment methods (in rough order of importance)	Composition (gender, race/ethnicity, school class)	Targeting and estimated duration in project, estimated annual recruitment*
Public, 4-year, 25,480, 66% full time, moderately selective, 49% minority incl. 17% Asian, 14% Hispanic, 7% black, 5% Filipino	-all summer bridge participants enter SSS (accounts for about 38% of participants, and most of new ones each year) -referrals from other special programs (EOP, develop. studies, disabled, etc.) -letters to new students with low SAT scores (admissions lists) -referrals from other students and publicity -new: students on probation can avoid dismissal by participating in any special program (including SSS)--may increase demand	450 participants -82% minority -65% female (53% school) -45 to 55% freshman, then soph. -younger than average at campus, few married or parents -about 15% on probation	Summer bridge participants Other interested eligibles -78% stay more than 1 year -students average 2 years in the program -est. recruit 100 new per year
Private, 4-year, HBC 1,003, 83% full time, liberal admit, all black	-publicity on campus -faculty referrals	150 participants -70% female (same as school)	most stay more than 1 year
Public, two-year 829 HC, 53% full time, open admit, 49% minority, mostly black	-at registration, students needing develop. courses are also "placed" in SSS study skills course (50% of participants recruited this way--and most of new ones) -student and faculty referrals for tutoring -some referrals from nearby TS project	260 participants -85% female, of whom: approx. 50% on AFDC, 90% have children, 30% married (school 70% female) -70% minority, mostly black -75% freshmen -ages 18-50, majority late 20s and early 30s.	Eligibles needing developmental courses Other interested eligibles -student dropped if receives no service for 2 consecutive quarters (but changing to keeping 'till following fall) -most (80%) stay more than 1 year -est. recruit 52 new per year

Key:
est. = estimate
develop. = developmental
HC = head count
FTE = full time equivalent
GPA = grade point average
SAT = Scholastic Aptitude Test
$ = funding
fin. aid = financial aid
FG = first generation
LI = low income
UB = Upward Bound
TS = talent search
EOP = educational equity/opportunity or related program
sem. = semester
av. = average
LD = learning disabled
est. = estimate
HBC = historically black college
incl = including
SI = supplemental instruction

Though they may focus more heavily on contacting some subgroups--e.g., by sending letters only to new students who have low SATs and are receiving financial aid--these projects generally accept for participation any student who meets the federal criteria and has a need for service. *All service and dominant service projects that provide general tutoring are more likely than home base projects to conduct wide recruitment.* Although some of these projects indicate that attracting enough eligible participants is a problem, others indicate that they limit recruitment efforts because otherwise they would be swamped with applicants.

Self-limiting Service Projects. *In some projects the SSS staff may recruit widely, but the nature of the service they provide acts to limit the numbers and types of applicants.* Dominant service projects that provide tutoring or SI primarily for developmental classes may advertise throughout the campus, but they will likely attract students enrolled in developmental classes primarily. Similarly, projects that focus on non-developmental offerings but limit services largely to the freshman year (e.g., SI for freshman classes or study skills courses) will also attract a fairly limited clientele.

Targeted Projects

A sizeable minority of the projects visited depart from the wide net approach to recruitment, because they are not designed to serve everyone who meets federal eligibility criteria and seeks the service. Rather, they generally limit their clientele informally to persons who not only qualify under federal guidelines but also meet other criteria that reflect the project's goals and activities. These types of projects include the following:

Special Admit Projects. A *relatively small subset of the SSS projects visited are designed exclusively or primarily for specially admitted students.* Special admits are persons who do not qualify for regular admission based on their academic performance but show promise of succeeding at the institution. Special admits are often members of underrepresented groups at the institution, but they also include other students who show academic promise or have other characteristics the institution seeks. *Special admit projects are generally home base projects (SSS projects, or larger EOP, or other programs with SSS components). They are likely to provide intensive academic counseling accompanied by tutoring, developmental courses with labs, or SI, and other services.* Special admit projects are found in the more selective institutions, although some less selective institutions also make distinctions among admittees. Projects aimed at special admits tend to concentrate services in the freshman year entirely, or to provide a more limited amount of service during subsequent years.

In some institutions with special admit policies, participation in an SSS project is a condition of admission to the institution. In a few of these institutions, SSS staff participate in the admission process, reviewing potential special admits and considering their eligibility for, and likelihood of success through, the SSS project. Sometimes participation in SSS is not mandatory for special admits but is highly encouraged. SSS staff may participate in instruction or counseling during pre-freshman summer projects for special admit students. The SSS project staff use that opportunity to recruit students to the school-year SSS project.

Projects that Seek Minority Students. While no SSS project visited sets out to attract only minority students, *some SSS programs focus informally on attracting minority students, particularly at institutions where minorities constitute a relatively small percentage of the student body.* These projects tend to report that referrals by project participants are an important source of new students. These projects also are likely to send letters to new students with combinations of low entrance exams and financial aid receipt. The services these projects offer focus heavily on academic advising and other counseling.

Projects that Seek School-identified At-risk Enrollees. Although they do not have formal special admission programs, *many less selective 4-*

year institutions, as well as some 2-year schools, enroll students who do not meet their "preferred" entrance requirements. Some SSS projects are expressly designed to serve these new entrants with relatively poor high school grades or entrance/placement test performance. These projects are generally more limited in the scope of services they provide than formal special admit projects. In part, this may be due to more limited funding; these projects usually do not enjoy a large institutional or state contribution. Because participating in the project is not a condition of admission, the SSS staff must be somewhat more aggressive in recruiting participants. Most of the projects visited in historically black colleges fall within this category.

The examples that follow show the variation in approaches to targeting:

Example A

This large, relatively selective 4-year institution has a small special admit program. Students who show academic promise but who do not meet regular admission criteria are required to attend a 7-week instructional summer program prior to freshman year. The summer project is supported through a special state grant. During the summer program, the SSS project screens participants for eligibility and explains SSS services--primarily intensive advising and counseling, with services focused heavily on the freshman year. Through this process, the SSS project recruits its full complement of participants. The institution has recently established a program for comparable students who do not join the SSS project.

Example B

This small private institution has a liberal admission policy. Each year about a quarter of the new students fall below the school's preferred entering achievement levels. As a condition of admission, these students must agree to take developmental courses and to participate in SSS. SSS is the only source of tutoring at the school. The SSS project recruits additional participants by conducting a survey at registration and sending letters to students who are both first generation and low income, and then to students who are first generation or low income. Most students remain in the project for several years.

Example C

This small community college is in a very poor community in which the SSS project is the only source of tutoring. It supplies academic counseling to participants as well. The project advertises in campus media, makes presentations at orientation, and distributes brochures. It also relies heavily on referrals from students who have participated in the project. In addition, the institution sometimes makes participation a condition of continuation if students are on probation. Students tend to remain in the project more than a year.

Example D

This large state university campus has a moderately selective admission policy. Its SSS project focuses heavily on providing tutoring. The project relies primarily on referrals from participants and campus advertising. This year, for the first time, a senior institutional official sent a letter to all new freshmen advertising the project.

Until this year most of the tutoring was conducted in individual sessions. The project drew students from all grade levels, but most heavily from sophomores. Because of the demand generated by the letter, the project was forced to move to group tutoring and to add special study groups for freshman classes. Students are now defined as no longer receiving service when their grade point average in the course for which they are being tutored rises above 2.0. This project recruits almost all participants anew each year.

The Characteristics of Participants

In addition to the information on project targeting, the case studies indicate certain subgroups of students that appear to receive disproportionate shares of SSS services when compared with students in their institutions as a whole. These groups include freshmen, members of minority groups, women, and students with disabilities. The information is summarized in Exhibit 7-8.

That projects serve freshmen disproportionately is not surprising, given that many projects are targeted at students enrolled in developmental courses or students who are considered at risk at the time of school entry. What is interesting is *the sharp difference in the rates at which freshmen participate in home base and dominant service projects.* Home base projects tend to focus services on freshmen, although students may receive services at reduced levels during their sophomore and even subsequent years. Dominant service projects that specialize in non-developmental tutoring tend to draw their participants across the grade levels, and students tend to stay in the project for shorter periods of time.

SSS projects serve substantial numbers of minority students, as indicated in Exhibit 7-8. Not only have SSS awards been made to schools with large minority populations, *but the targeting of services to special admits and high-risk students in some institutions increases the likelihood that members of minority groups will participate* in projects. It should be noted that projects where students must self-select (i.e, the project does little active targeting) report ratios of minority participants to minority study body population very similar to those in projects that actively target and recruit. The most surprising finding from the case studies about participants' characteristics is the extent to which SSS projects are serving women. *In most of the projects visited the proportion of women in the project exceeds the proportion of women at the school, in some cases quite dramatically.* In half the schools for which solid data have been provided, the percentage of women in the SSS project is 10 percentage points or more greater than the percentage of women at the institution. In some institutions, project staff note explicitly that participation is heavily weighted to poor, single mothers. In others, staff mention the frustrations of trying to recruit males, who are seen as less willing to ask for assistance. For whatever reasons--greater need, greater willingness to seek help, etc.--women are the main recipients of SSS services.

Other participant characteristics should be noted, although the case studies did not collect information from enough institutions to provide more than impressionistic information. In 2-year institutions, it is likely that *many of the students enrolled in SSS projects are pursuing occupational programs. It is also likely that SSS attracts a considerably greater percentage of full-time students than is the norm in these institutions.* In the 2-year SSS projects that use targeting beyond the federal eligibility requirements, the main target is students in developmental programs (through developmental tutoring or SI). Finding out more about the educational goals of 2-year college participants is important not only to evaluate project outcomes, but also because of the federal transfer initiative. In some community colleges, SSS staff indicate that in order to implement that initiative they will have to begin recruiting students who would not otherwise participate in SSS projects--i.e., higher performing students who are more likely to be interested in, and capable of, transferring to 4-year schools.

Recruitment and Participation of Students with Disabilities

As Exhibit 7-9 indicates, *about two-thirds of the institutions visited have either a special office for coordination of services to students with disabilities or a designated member of the counseling staff with this responsibility.* Institutions least likely to have such functions are very small public institutions, smaller private 4-year schools, and

Exhibit 7-9. Policies and programs with focus on students with learning and physical disabilities

Institution undergraduate admissions policy (percent minority)	Recruiting or admission policies and school "climate"	Institutional services*	SSS program
Four-year, public 4,343 HC, 82% full time, moderately selective, 27% minority, incl. 22% Hispanic	-no known policies, not in mission statement -est. 500 at school	Handicapped Student Assistance Center: readers, tutors, notetakers, signers, equipment; advocates on 504 compliance: 125 served	-no special services -2 or 3 participate (of 175)
Four-year, private 3,500 FTE 95% full time, liberal admit 96% minority, mostly black	-HBC -no known policies, not in mission statement -#s unknown	No office or center	-no special services -4 participate
Four-year, public 14,117 FTE, moderately selective, 6% Hispanic, 5% black, 3% Asian	-no known policies, not in mission statement -est. 6% of student body	Disabled Student Services Office: 5 years old, inundated, 2 profs serve 250. Voc rehab provides interpreters (coord. thru counseling center) but inst. provides staff, testing, notetakers, advising, counseling, equip. for hearing impaired--no coord. with SSS	-no special services -5 participate (of 148)
Four-year, public 5130 HC, more than 80% full time, traditional admit 5% minority, incl. 2% Native American	-no known policies, not in mission statement -interviewees considered school sensitive to mobility impaired but not prepared to serve LD -concern about accessibility for mobility impaired, but less for sensory impaired -60 self-ID disabled (est. for school is 3%)	Disabled Student Services Office- 20% of an FTE coordinator deals with physical needs such as parking, campus accessibility. Career center provides testing.	-services include: notetaking, taping, exam transcription, typing, mobility assistance, in addition to regular services -7% of participants (program seeking to expand LD services)

*The abbreviation "prof" stands for "professional" not "professor."
NOTE: Most narrative information is for the 1990-91 school year.

Exhibit 7-9. Policies and programs with focus on students with learning and physical disabilities--continued

Institution undergraduate admissions policy (percent minority)	Recruiting or admission policies and school "climate"	Institutional services*	SSS program
Two-year, public 8,000 HC, 69% part time, open admit, 15% minority, mostly black	-no known policies, not in mission statement -300 self-ID, including LD (est. 20% for school)	Counseling center has 2 profs responsible for disabled (schedule interpreters, readers, tutors, and coordinate with voc rehab)	-no special services -est. 5% of participants are disabled
Two-year, public 7,890 HC, 65% part time, open admit, 17% minority, mostly Hispanic	-no known policies, not in mission statement -interviewees consider climate positive -est. 5% physically disabled -LD #s unknown	Disabled Student Services--1 prof and office assist. provide registration assist., limited tutoring, advising, notetaking, readers, test proctors, parking (also **contributes $ to college/SSS tutoring** service for 16-20 partic.). No LD assessments or services--would like to provide.	-no special services -est. 14% of participants (almost all physically disabled)
Four-year, private 1,598 HC, 75% full time, liberal admit, 5% minority, incl. 3% Native American	-no known policies, not in mission statement -concern that services may be inadequate among interviewees -est. 5% (most physically disabled)	-no special services known	-no special services -est. 3% of participants
Four-year, public 1,350 HC, 84% full time, liberal admit, 2% minority	-mission statement mentions physically disabled as part of desired diversity -little active recruitment, however -school has physical accessibility problems so few disabled -#s unknown	-no special services	-no special services -est. 8% of participants (most physically disabled)
Two-year, public 3,570 HC, 70+% part time, open admit	-inst. has no policy on disabled -most buildings accessible--but campus is hilly and not a very positive atmosphere -est. 5% disabled	-no special services	-services including interpreter, visual aids -limited services but main advocate on campus -est. 3% disabled
Two-year, public 14,120 credit, 64% part time, open admit, 20% minority incl. 8% black, 7% Hispanic	-no known policies, not in mission statement -8% indicate a disability on survey; a significant increase in disabled in surveys of past few years	Disabled Student Services: 1 prof serves 130, most LD. Provides notetakers, limited interpreting. Coordinates with voc rehab, **refers to SSS for tutoring**. Numbers growing.	-no special services -20 disabled (of 160), some LD -most disabled get tutoring (but not intensive advising/tracking, the other main service--subprogram)

Exhibit 7-9. Policies and programs with focus on students with learning and physical disabilities--continued

Institution undergraduate admissions policy (percent minority)	Recruiting or admission policies and school "climate"	Institutional services*	SSS program
Four-year, public with 2-year program, 819 HC, modified open admit, 34% minority incl. 15% black, 11% Asian	-no known policies, not in mission statement -accessibility for mobility impaired difficult in winter, deaf or blind isolated -est. 5% disabled in 2-year program -est. 1,600 college wide (1,000 LD)	Office for Students with Disabilities-serves approx. 600: 7 profs, 5 interns, 4 career counselors, 5 w/s, also interpreters, notetakers, readers (some volunteers). Want to expand LD services. **SSS supplies tutoring**.	-actively recruits disabled (letters) -audio taping, readers, tutors, test transcription -30-40 disabled get tutoring etc. -disabled services separate from other functions (subprogram)
Four-year, public 34,634 HC, most full time, selective, 11% minority incl. 7% black	-no known policies, not in mission statement -interviewees see need for more sensitivity to LD and hearing impaired, -self-ID 456 disabled, incl. 112 LD	Office of Programs for Handicapped Students (**half inst. $, half SSS $**) provides transportation, 1-on-1 counseling, housing assist. interpreters, notetakers, readers, 1-on-1 tutoring, testing, and access to all support services (in overall SSS/inst. support services program). 8 profs, 35 interpreters/notetakers, 2 grad assistants.	-See institutional description--disabled program is funded equally by institution and SSS -Program for disabled has separate director, staff (subprogram) -Program serves 450 students with disabilities
Two-year, public 1,311 HC, 66% full time, open admit, 40% black	-no known policies, not in mission statement -few, if any, disabled on campus -#s unknown	-no special services	-no special services -est. 1% of participants
Two-year, public 4,773 HC, 70% part time, open admit, 1% minority	-no known policies, not in mission statement -est. 10% disabled	-no special services	-no special services -80 of 460 disabled (mostly LD). Described as swamping services, but actively recruited
Two-year, public 12,881 HC, 66% part time, open admit, 12% minority incl. 8% black	-commitment to handicapped in mission statement, but some concern about sensitivity to needs -253 self-ID disabled -est. 2% of student body	-no special services	Handicapped Student Program (**some SSS $, primarily Perkins Act $**) offers intake, support plan, test taking, taping, interpreting, transportation, peer tutoring--operates as subprogram. -approx. 50-60 of 250 supported thru SSS, most thru Perkins
Four year, private 3,200 HC, 63% full time, liberal admit, 30% minority, mostly Hispanic	-no known policies, not in mission statement -#s unknown	-no special services	-no special services -est. 7% disabled, most LD

Exhibit 7-9. Policies and programs with focus on students with learning and physical disabilities--continued

Institution undergraduate admissions policy (percent minority)	Recruiting or admission policies and school "climate"	Institutional services*	SSS program
Four-year, public 3,449 HC, 85% full time, modified open admit, 95% minority, mostly black	-HBC -no explicit targeting of disabled -residence halls not accessible -a few disabled rejected because services cannot be provided -19 self-ID disabled	-designated staff for disabled within counseling center provide counseling, some tutoring, 2 FT assistants for blind students	-no special services -est. 7% disabled, most LD
Two-year, public 2,966 FTE, open admit, 30% minority, primarily Hispanic	-no known policies, not in mission statement -climate improving as is physical access (both were poor till '80s) -#s unknown	-1 prof in counseling center responsible for accessibility, LD assessment, services comparable to SSS (center was linked to SSS in past--located in same office)	-no special services -est. 5% disabled
Four-year, public 8,154 HC, 94% full time, selective, 6% minority	-special consideration for disabled in admission, LD special admits -improved climate resulting from activism in disabled office -self-ID 28 physically disabled, 173 LD,	Office of Specialized Student Services-4 profs, interpreting, notetaking, troubleshooting, counseling, testing, advocacy. All self-ID (203) served. **Refer to SSS as well for tutoring, etc.**	-no special services -est. 20% physically disabled -growing LD numbers over time requiring staff retraining
Two-year, public 6,500 HC, 60% full time, open admit, 96% minority, mostly black and Hispanic	-no known policies, not in mission statement -est. 10% LD, 10% physically disabled	1 prof in counseling dept. responsible for students with disabilities: coordinates interpreters, readers, tutoring, etc, serves approx. 125, **refers to PASS (includes SSS)** as well. Dept. of Special Ed offers remedial courses.	-Special Learning Services: SSS subprogram: FT learning specialist for disabled, most of whom are LD. Provides intensive advising, counseling, tutoring -subprogram serves 35-40 a year -overall program est: 9%, mostly LD
Four-year, public with some 2-year programs 6,639, 80% full time open admit, 14% black	-school working on becoming accessible, has a dyslexia center -est. 5% disabled		-no special services, but SSS coordinates with voc rehab and program seen as main voice for physically disabled on campus -est 6% disabled, all physically
Four-year, public 6,602 HC 74% full time relatively selective, 17% minority incl. 8% black, 5% Hispanic	-no known policies, not in mission statement -est 7% disabled, most LD	Office of Special Student Programs offers counseling, instructional aids, intervenes with faculty-**refers to SSS-funded tutoring center** (also director reports to person responsible for administration of SSS)	-advising, tutoring, evaluation for LD students by FT LD specialist (position created because LD were swamping the SSS/EOP tutoring center)--a subprogram -est. 100 (or over 15%) disabled receive some service, most LD, numbers increasing in past 5 years

Exhibit 7-9. Policies and programs with focus on students with learning and physical disabilities--continued

Institution undergraduate admissions policy (percent minority)	Recruiting or admission policies and school "climate"	Institutional services*	SSS program
Four-year, public 17,460 HC, 72% full time, moderately selective, 10% minority	-no known policies, not in mission statement -est. 2% disabled	Resources for Disabled: provides counseling, testing, career info., some additional services, **refer to SSS for tutoring**	-no special services -10% LD, 24% physically handicapped--LD increasing (part of reason for moving to group tutoring)
Two-year, public 13,000 HC, 52% full time, open admit, 52% black, 31% Hispanic, 8% Asian	-special disabled recruitment project (support services a selling point) -244 self-ID disabled	One counselor in center assigned to self-ID disabled--assists in documentation, accommodating needs, workshops, liaison with voc rehab	-PT LD counselor (same as in inst. entry) conducts weekend workshops for LD students -est. 6% disabled
Four-year, public 11,575 HC, 58% full time, open admit, 85% minority, mostly Hispanic	-no known policies, not in mission statement, interviewees stressed limited presence of physically disabled -est. 1% physically disabled, LD #s unknown	**see SSS entry which includes institutional $**	-1 prof spends part time on liaison with voc rehab (for eligibility and reimbursement), providing notetakers, assist. w/ registration and book costs. No signers or readers available -50 physically disabled participate
Four-year, public 25,480, 66% full time, moderately selective, 49% minority incl. 17% Asian, 14% Hispanic, 7% black, 5% Filipino	-no known policies although state has supplementary aid program -campus physically accessible -self-ID 800 disabled, incl. 275 LD -est. 3% disabled	Disabled Student Services- testing, assessment and placement in services (215 participants), course offerings and workouts (75 partic.), develop. courses with counseling, assist. in exam preparation; notetakers, readers, interpreters--22,000 hours of mandated services per year (80/20 fed/state $). **Refer 80-100 to SSS for tutoring, math proficiency exam preparation**	-1-on-1 tutoring for math proficiency exam -SSS pays part of costs of tutoring center in which disabled entitled to regular appointments with same tutors (not afforded others) -est. 8% LD, 3% physically disabled

Exhibit 7-9. Policies and programs with focus on students with learning and physical disabilities--continued

Institution undergraduate admissions policy (percent minority)	Recruiting or admission policies and school "climate"	Institutional services*	SSS program
Four-year, private 1,003, 83% full time, liberal admit, all black	-HBC -no known policies, not in mission statement -est. 15% LD, no physically disabled	-no special services	-no special services -est. 10% LD
Two-year, public 829 HC, 53% full time, open admit, 49% minority, mostly black	-no known policies, not in mission statement -est 15% LD, 1% physically disabled	-counselors do liaison with voc rehab	-no special services -est. 10% LD, 1% physically disabled (10-15% receive SSI)

Key:
voc rehab = vocational rehabilitation
inc. = including
coord. = coordination/coordinated
# = numbers
est. = estimate
LD = learning disabled
FT = full time
self-ID = self-identified
PT = part time
FTE = full time equivalent
inst. = institution
HC = head count
HBC = historically black college
prof = professional
504= Section 504

historically black colleges. In two of the institutions visited, SSS participates in operating the special office through a subproject that is largely separate from the main SSS project. In both cases, institutional and other resources (Perkins Act, vocational rehabilitation) supply a sizeable proportion of the project costs.

In a few of the schools without a special office or counselor, an SSS staff member acts as the coordinator of services and the link with vocational rehabilitation. These projects have little capacity to identify students with disabilities, however, and limited resources to provide special services. Typically, students who identify themselves at admission are referred to the SSS project. The project coordinates with vocational rehabilitation and may support limited amounts of interpreter, reader, or notetaker time, or visual aids. Few SSS projects actively recruit students with disabilities. Only two of the regular SSS projects in the study send recruitment letters or otherwise actively solicit this group.

Nonetheless, many SSS projects serve students with disabilities. They do so because students with disabilities enter through regular recruitment procedures or because they are referred by the office for students with disabilities at the campus. When students with disabilities are referred to SSS they are commonly students with learning disabilities (LD) and they are almost always referred to SSS projects for tutoring services.

What this means for SSS service delivery is that students with disabilities tend to be treated somewhat differently. *In home base projects it is common to find that LD or other students with disabilities receive tutoring but considerably less advising or other counseling.* Instead, they receive counseling and advising services from the office or center designated for coordinating assistance (readers, notetakers, parking permits, etc.). *In some dominant service projects that provide tutoring primarily, students with disabilities receive the same services as other participants, but their increasing numbers and special needs have led some projects to seek additional ways of accommodating them.* In the past few years, several of the larger tutoring projects have created full- or part-time staff positions specifically charged with identifying and assisting LD students. Other projects indicate they would like to create similar positions if they receive additional resources. One project has moved to group tutoring and another has carried out general staff retraining in order to accommodate more students with disabilities. There is little doubt that increasing numbers of LD and other student with disabilities are straining the capacity of some projects, particularly those that serve as a main tutoring source at their institutions.

As for the specific number of students with disabilities in projects, there are three types of projects in the group studied. One set appears to have very few students with disabilities (less than 5 percent of participants) reflecting equally low rates of participation in the schools in which they are located. These include projects in the types of schools noted previously as least likely to have special offices (very small publics, etc.). A second set of projects reports that approximately 10-15 percent of their participants have disabilities. These percentages are slightly greater than the percentage of students with disabilities in these institutions. *A third (smaller) set of projects reports up to 35 percent of the students they serve have disabilities, which is double or more the disability rate for students in the school as a whole. In these cases, the vast majority appear to be LD. These are the schools that have noted sizeable increases in services to students with disabilities in the past few years and are seeking new ways of addressing the needs of these students.*

Conclusion

To end the project discussion, we will summarize the descriptive information by highlighting sets (or clusters) of project characteristics (organization, services, and clientele) that occur repeatedly:

Separate home base projects aimed largely at special admits or students otherwise considered at risk. Typically, these projects emphasize academic advising but provide some mix of additional counseling and instructional services (tutoring, developmental classes, or SI). This model occurs most commonly in small and medium-sized 4-year schools, primarily because special admits in larger schools tend to be served in blended projects. Most participants in separate home base projects for at-risk students receive reduced levels of service after the freshman year.

Separate Home Base Projects with Substantial Minority Populations. There were several such projects in the study, mostly in larger community colleges, with relatively small overall minority populations. These projects tend to emphasize intensive academic advising and workshops, with tutoring on an as-needed basis. Students are more likely to remain in the projects for multiple years than are those at other home base projects .

Separate Home Base Projects that Draw from All Interested Eligibles. There are a few such projects among those visited. They tend to provide a mix of advising and tutoring. It is sometimes difficult to explain their student targeting or service choices in relation to institutional or student needs. These projects tend primarily to fulfill the federal eligibility and service requirements. The focus of these projects may be an area for more discussion at the federal level.

Separate Dominant Service Projects that Draw from All Interested Eligibles. These are the projects that fill an institutional gap, most commonly for tutoring (although some have extensive academic advising and other service components as well). When tutoring is the dominant service, these projects often attract students referred for tutoring from an office for students with disabilities. These projects tend to draw from students at all grade levels and to recruit large numbers of new participants each year.

Blended Home Base Projects Aimed At Special Admits. These projects are found primarily in larger moderately selective or selective 4-year schools. SSS resources play a role, but are often combined with, or otherwise associated with, institutional and/or state-based program funds. The number of total participants is relatively high. These projects tend to offer a wide array of services with diminishing student involvement after freshman year.

Blended Home Base Projects for Students in Developmental Programs. Found in 2- and 4-year institutions without special admit programs per se, they tend to emphasize freshman year services, offering a mix of services including developmental course sections for SSS participants. Students rarely remain in these projects after completing the developmental courses.

Blended Dominant Service Projects for Interested Eligibles. This is a relatively common configuration. These are often large projects that bring resources from a number of sources together in order to offer various learning center services (individual and group tutoring, special LD services, workshops, writing labs, etc.).

8. THE INSTITUTIONAL CONTEXT FOR SSS PROJECTS AND PROJECT IMPACT

Beyond the services SSS projects provide, this evaluation explores the relationship between the SSS projects and the institutions in which they are located. In most of the grantees visited, SSS projects have been operating for a decade or more. Given that length of time, it is reasonable to examine whether the SSS program's goals and services positively affect broader grantee policies and programs. To examine that hypothesis, we examine each of the following:

- SSS project and staff involvement in the policies and programs of the grantee institutions, and the institutional commitment to SSS.
- Institutional policies in four areas--recruitment and admissions, financial aid, services for disadvantaged students and students with disabilities, and academic standing (i.e, probation and dismissal)--in SSS grantees and comparable institutions without grants.
- Institutional mission and commitment to disadvantaged students, as well as the specific climate for minorities and persons with disabilities in grantee institutions and comparable institutions without projects.

While it is impossible to attribute differences between SSS grantees and comparable institutions to the SSS grant, we do determine whether the institutions with grants have made greater efforts, overall, to attract, serve, and retain disadvantaged students or students with disabilities. To get at the possible contribution of the SSS project, we compared policies, mission, and climate in institutions with and without projects. In addition to analysis of the 30 SSS grantees described in the previous chapter, we have added 20 institutions with comparable student bodies but without grants to our analysis. [A detailed explanation for selection of the comparison sites is included in the Appendix A to this report.]

Highlights

The Direct Role of SSS Projects in Grantee Policy and Programs

- In general, SSS project staff play a limited role in grantee policy development. Their most common institutional role is serving on admissions review committees to make decisions about special admits. SSS staff may also advocate for maintaining open or lenient admission policies when schools consider becoming more selective.
- Project staff rarely occupy a formal place in institutional administration that is sufficiently elevated to influence policy directly.
- SSS projects have served as models of support services at some schools, leading to expansion of services and/or more innovative services. Project staff also may assume the role of campus advocate for disadvantaged students, minority students, or (occasionally) students with disabilities.
- In general, SSS projects maintain positive relations with other support service providers and relevant faculty. Most schools have formal or informal mechanisms for periodic exchanges of information and student referrals.
- In general, the physical space provided by institutions to projects is adequate, but a substantial minority of projects are housed in shabby quarters.

Comparing Institutional Policies at SSS Grantees and Comparable Institutions Without Grants

- Among the institutions visited, there is no overall difference in recruitment or admissions policies. In part, the lack of difference may be attributable to the fact that comparison sites were selected to reflect SSS grantees' student body composition.

- Differences in financial aid policies across the two sets of institutions were also not discernable.

- Institutions with and without SSS projects both may offer a wide array of support services. These may include academic advising, career information and employment assistance, personal counseling, course tutoring or other supplemental course assistance, new student orientations, prefreshman year summer programs, remedial instruction, workshops to improve study skills, and health services. Some schools also offer these services separately to subgroups of students such as minorities, women, or special admits.

- Grantee institutions tend to offer more types of special support services for disadvantaged students, as well as more types of general services (for all students) than comparable institutions without grants. If the largest institutions in the study are excluded from comparisons, grantees also tend to offer more services to students with disabilities. The direct role of SSS resources in fostering these differences is not known.

- Among the more selective schools in the study, the institutions without grants appear to have stricter probation and dismissal policies.

Institutional Mission and Climate at SSS Grantees and Comparable Institutions Without Grants

- Based on field researchers' summary ratings of institutional climate for minority students, students with disabilities, and academically at-risk students, there are no differences in climate between the two sets of institutions.

- Many schools with and without SSS grants are currently struggling with the question of how many poorly prepared students to enroll, and whether they have the resources to provide adequate special services.

The Role of SSS Projects in Grantee Policy and Programs

We begin by looking at the direct relationships between the projects and the operations of the grantee institutions in which they reside. During the case studies, we collected information on three areas in which projects and institutions might intersect:

- Formal or informal project role in institutional policymaking. To understand the role of the projects in grantee policymaking, we observed the reporting structure in each institution and described the specific contributions of SSS project staff to policy development.

- Relations between the project and other institutional actors-- other service providers, faculty, and administrators. This discussion can help us understand the role of the project within the institutional setting.

- Physical settings of projects (facilities are generally provided by the institution) as an indication of institutional commitment.

In this section, we explore each of the three topics at the grantee institutions included in the case studies.

Project Role in Institutional Policymaking

In general, SSS project staff play a limited role in grantee policy development (Exhibit 8-1). We found only a few cases in the recent past in which SSS project staff, commonly project directors, have been instrumental in proposing a formal policy that was subsequently adopted. Among the cases where SSS staff were involved in policy development, two projects succeeded in having their institutions create scholarship programs for first generation college students. Another project was able to obtain waivers from F grades for SSS participants.

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Exhibit 8-1. SSS project institutional role and relations

Institution undergraduate admissions policy	Reporting structure and SSS role in institutional policy	Relations with providers and institution	Location and space provided by institution
Four-year, public, 4,343 HC, 82% full time, moderately selective	SSS → Trio Coord → Dean of Students. Little policymaking involvement although PD serves on several committees and did influence adoption of a first generation scholarship program.	-Good relations with other service providers; seen as "the" tutoring program at school, receives many referrals -School supportive but project not institutionalized; no $, though requested. Now pressure to replicate SSS schoolwide but unclear role for project.	-Cramped, somewhat shabby, not much privacy -Isolated from other support services
Four-year, private, HBC, 3,500 FTE, 95% full time, liberal admit	SSS → VP Enrollment/Services → Executive Council. Little policy role by current or former PD.	-Monthly meetings of support service providers -No access to computerized financial aid files (has requested) -Concern about tuition increases, but little voice with upper level admin.	-Central location on campus (with other service providers and TRIO programs) -Attractive, adequate
Four-year, public, 14,117 FTE, moderately selective	SSS → Assoc. Dean, Undergrad Studies. PD serves on several committees and sees impact on attracting disadvantaged students to school.	-Most support services housed together, good coordination -Less coordination with disabled services -Close relationship with financial aid, student records office	-Central building on campus -Office hard to find within building
Four-year, public, 5,130 HC, more than 80% full time, traditional admit	SSS → Dean of Humanities/Social Science/General Ed. There is also an advocacy office for support programs under the Vice Chancellor for Support Programs. SSS staff serve on admission review committee and play role in selecting special admits.	-Project would like earlier referrals from other providers -Institutional commitment to project strong.	-Central location on campus -Attractive offices with sufficient privacy

Exhibit 8-1. SSS project institutional role and relations--continued

Institution undergraduate admissions policy	Reporting structure and SSS role in institutional policy	Relations with providers and institution	Location and space provided by institution
Two-year, public, 8,000 HC, 69% part time, open admit	SSS → Dean of Students. Also conducts planning with Dean of Academic Affairs.	-Competition between SSS and general tutoring service, PD not pleased with regular advising service. -Good relations with faculty, referrals -Strong institutional support for project; president says if federal funds ended, they'd continue it. Model for new campus support program.	-Near other service providers -Very small offices, need more space
Two-year, public, 7,890 HC, 65% part time, open admit	SSS → Dean of Multicultural Education → VP for Instruction and Support. No direct role in policy; dean plays some role in policy. Project has tried, but failed, to make skills assessments of incoming students mandatory.	-Good coordination among providers -Institution committed to project but no powerful advocate.	-Central location on campus, near other providers -Nice offices
Four-year, private, 1,598 HC, 75% full time, liberal admit	SSS → Dean of Student Affairs (was under academic dean, who helped write proposal and very supportive. Shift to level loads). All service providers on admissions committee (help select special admits), SSS also on other committees.	-Good coordination among service providers even though they report to different deans -Institutional support for project but doubt they could support it if federal funds ended.	-Central location on campus, high traffic area -Cramped offices, little privacy, noisy
Four-year, public, 1,350 HC, 84% full time, liberal admit	SSS → Vice Chancellor and Dean. PD serves on admissions and financial aid committees (i.e., making selections).	-Institution supportive but no $. Good cooperation from financial aid (used to be SSS counselor).	-Isolated location -Old office, in disrepair, shabby, staff has made it homey
Two-year, public, 3,570 HC, 70+% part time, open admit	SSS → Director of Student Services → Dean of Academic and Student Service. PD plays role in decisions on student services, sits on several committees and College Council.	-Good coordination among providers -SSS seen as "the" tutoring program and also as the advocate for disabled at school.	-Located in main classroom building -Drab office, little privacy, but comfortable

Exhibit 8-1. SSS project institutional role and relations--continued

Institution undergraduate admissions policy	Reporting structure and SSS role in institutional policy	Relations with providers and institution	Location and space provided by institution
Two-year, public, 14,120 credit, 64% part time, open admit	SSS → Dean of Students (not all support services under this dean--e.g., tutoring is under Dean of Academic Affairs). Little SSS contribution to institutional policy.	-Not many meetings of providers. Referrals ok. -Poor relations between SSS and financial aid. -SSS currently target of administrative scrutiny with respect to performance and effectiveness.	-Central location on campus -Offices large enough but cluttered, not very inviting
Two-year program in 4-year, public, 819 HC, modified open admit, urban, disadvantaged	SSS → Dir. of Student Services within 2-year program. PD serves on retention and curriculum committees of 2-year program (but new PD, too soon to tell role).	-Good coordination with developmental programs, disability office	-Located in main building, near other services but not very visible
Four-year, public, 34,634 HC, most full time; selective	SSS → Dir of Undergraduate Division → Asst. Provost for Undergraduate Education. PD would like to play role in admissions; feels working to retain some who should not have been admitted.	-Monthly meetings of support providers help coordination (no overall support service office on campus). -Large institutional $ contribution to project.	-Central location on campus -Renovated office, quite nice
Two-year, public, 1,311 HC, 66% full time, open admit	SSS → Dean of Academic Affairs (used to report to student affairs dean). PD on academic cabinet, they key policy body.	-Project viewed as essential service at school.	-At one end of campus (but it's not a very big campus)
Two-year, public, 4,773 HC, 70% part time, open admit	SSS → Dean of College of Arts and Sciences. Would prefer to report to institution-wide officials. PD is a senior administrator and has considerable informal influence on campus. SSS instructors are regular faculty.	-SSS is the nucleus for support services on campus. Institution has recently made a major financial contribution.	-Well marked location -Offices a little shabby but accessible
Two-year, public, 12,881 HC, 66% part time; open admit	SSS → Division of Instruction (reported to Division of Student Services until this year). No clear policy role.	-SSS being divorced from a learning center of which it was a part. -Project has unclear role on campus, although SSS staff highly regarded. -SSS $ support part of time of director of services for disabled, which is viewed as a separate program (mostly Perkins $)	-In process of moving

Exhibit 8-1. SSS project institutional role and relations--continued

Institution undergraduate admissions policy	Reporting structure and SSS role in institutional policy	Relations with providers and institution	Location and space provided by institution
Four-year, private, 3,200 HC, high part time # (check) liberal admit	PD also Dean of Minority Affairs → Academic VP. PD also responsible for EOP program and minority student organizations (key official on grants for disadvantaged students)	-Good communications with deans, faculty, and other service providers.	-Central location on campus, near other support services
Four-year, public, HBC, 3,449 HC, 85% full time, modified open admit	SSS → VP for Student Affairs. Project able to establish non-punitive grading policy for SSS participants (i.e, no "F"s), but status of policy currently unclear.	-Monthly meetings of all service providers (all report to same VP) -SSS believes school is supportive but is wary about services being divided among units and locations.	-At one corner of the campus -Offices quite modest but staff says it's okay
Two-year, public, 2,966 FTE; open admit	SSS → Dean of Students → VP for Instruction and Student Services. PD serves on several committees, seen as advocate for disabled, trying to restructure developmental education.	-Excellent relations between service providers, most housed in multicultural center. -Strong institutional commitment (wasn't always the case). -Project used to be part of minority affairs office--it was isolated from the service mainstream but it had a greater sense of identity.	-Central location on campus, accessible, near other service providers -Ample space, attractive
Four-year, public, 8,154 HC, 94% full time, selective	SSS → VP for Student Affairs (who oversees all nonacademic services). Project has helped define range and nature of support services. Staff on many committees and assist with admissions review.	-Positive relations with all administrative offices and providers -Seen as home for nonminority disadvantaged students.	-Central location (in dorms) -Attractive space
Two-year, public, 6,500 HC, 60% full time, open admit	SSS → Dept. of Student Services → Dean of Student Affairs. PD is full prof. in Health/PE dept.	-PD and project have excellent relations with other providers and administrators, many referrals -Unclear role of center (for which SSS $ play a part) within the Student Services Dept. -Substantial institutional $ contribution to project, a major component of institution's effort to boost retention, graduation, and transfer.	-Not accessible for students with disabilities but otherwise okay

Exhibit 8-1. SSS project institutional role and relations--continued

Institution undergraduate admissions policy	Reporting structure and SSS role in institutional policy	Relations with providers and institution	Location and space provided by institution
Four-year public, 6,639, 80% full time, open admit	SSS → Dean of Freshman Division. PD is tenured English prof. but staff does not have faculty status.	-Project is major vehicle for freshman division services, seen as innovative. A critical part of institution. -Project would like financial aid office to document FFN.	-Project needs more space (office too small)
Four-year, public, 6,602 HC, 74% full time, selective	SSS → Dean of School of Education. No clear project role in school policy. SSS instructors do not have faculty status.	-Rivalry between SSS and EOP directors, but Dean of Ed School insists on coordination. Good referral system. -Institution supportive	-No specific SSS service space, services in several locations
Four-year, public, 17,460 HC, 72% full time, moderately selective	SSS → VP for Student Affairs (as do all support services).	-Good coordination among providers but the overall entity (student affairs) is largely outside the university mainstream. -Within the entity, SSS aligned with a subset of projects (minority/special population advocacy projects). Viewed as projects for minorities.	-Located in basement of centrally situated building -Shabby, crowded office, poorly marked
Two-year, public, 13,000 HC, 52% full time, open admit	SSS → Dean of Academic Affairs for Curriculum and Instruction (in charge of all nondepartmental instruction). PD and other staff on several committees (transfer, tutoring, basic skill requirements).	-Good relations with other providers and instructors, many referrals	-Office cramped, but most services provided at tutoring center which is okay
Four-year, public, 11,575 HC, 58% full time, open admit	SSS → Dean of Arts and Sciences. PD is an Associate Dean and plays active policy role on campus.	-SSS is part of center that administers most support services -excellent relations with faculty.	-Centrally located building, attractive, but tutoring space is very crowded
Four-year, public, 25,480, 66% full time, moderately selective	SSS → Dir. of Retention Services → Associate VP for Student Services. PD serves on EOP admission committee (helps make selections). Dir. of Retention Services is link to univ. officials; no clear SSS role in policymaking.	-Good relations among service providers. -Good relations between SSS and financial aid, registration, other key administrative offices -Strong institutional commitment to special populations, but SSS is a small part of the approach.	-Not centrally located on campus but adequate -Space is adequate but cluttered

Exhibit 8-1. SSS project institutional role and relations--continued

Institution undergraduate admissions policy	Reporting structure and SSS role in institutional policy	Relations with providers and institution	Location and space provided by institution
Two-year, public, 829 HC, 53% full time, open admit	SSS → Dean of Students (who heads student development services dept.) PD considered a dept. head but doesn't serve on administrative council (of deans and heads). No major role in institutional policymaking.	-Excellent relations with faculty, other service providers	-Central location -Cramped space, little privacy, staff has tried to make it homey.

Key: HC = head count
FTE = full time equivalent
PD = project director
$ = funding
EOP = educational equity/opportunity or related program

More commonly, SSS staff serve on admissions review committees and help make decisions about which students who do not meet regular entrance requirements to admit. In some cases, the policy to admit such students may have occurred because of the availability (and/or urging) of the SSS project. None of the institutions we visited made this decision within the past few years, however, so we could not trace its origins in all sites. Some institutions in our study make participation in SSS a condition of admittance. Staff of one project complained that although SSS participation is a condition of special admittance, the project has no role in selecting the special admits.

In a few of the institutions we visited, SSS staff are playing a policy role in one issue related to admission. Several of the schools visited are debating raising entrance requirements, and SSS staff are vocal in urging that more lenient entrance requirements be maintained. This proposal is most common in public 4-year institutions with open or relatively liberal entrance requirements. Many of these institutions are being squeezed by both budget cutbacks and increasing demand for education. SSS staff may serve as leaders of the efforts to maintain open, liberal (or special/conditional) admit policies, or they may simply be a part of that effort. In addition, a few SSS projects (or directors) are viewed as "the" campus advocates for particular subgroups of students, notably disadvantaged or minority students and students with disabilities. In these cases, the SSS project would be consulted if the institution contemplated a change in policies affecting the group the project is viewed as representing.

Finally, SSS projects sometimes play an indirect role in bringing about the expansion of support services. Typically, SSS services for disadvantaged students or students with disabilities are seen as effective, leading the school to decide to make the services more widely available. The school may turn to the SSS project to provide leadership in service expansion, although it does not always do so. Of course, the school decision to expand the SSS approach to all students also leaves the project itself with a problem in ensuring that its services do not duplicate those more widely available, so the decision to expand the SSS-type service is not always welcomed.

The ability of the SSS project to influence grantee policy is complicated by organizational factors. Some SSS project directors are senior administrators or faculty at their schools, reporting directly to a vice president or the academic dean. *More commonly, project directors are more junior in rank, reporting to an overall support service director or a dean of students, or academic affairs.* Clearly, project directors with high institutional status who are (or are perceived as) regular staff are better able to serve on governance committees and influence policy. They also appear far better at obtaining institutional support for SSS projects.

School size is also a factor in determining the influence of SSS projects. Project directors in smaller schools are more likely to be prominent officials, report to senior administrators, and serve on schoolwide committees. In large schools with a wide range of support services and special population programs, SSS is often just one of many service projects reporting to a general director of support services (or services for special populations). In these cases, it is a more senior official who serves as an advocate for services or special population groups.

The status of project staff is also related to institutional influence. *In most of the projects visited, SSS staff are not considered regular in the sense that they have tenure or other retention rights beyond the life of the grant.* In some cases, the project director may be a regular staff member, but other SSS staff are considered "soft money" staff. SSS staff may perform the same functions as other employees (i.e., instruction, academic advising, serving on committees, counseling) but they do not have comparable job security or they may not participate in regular faculty or staff meetings. They may also be on a separate salary schedule (or received a salary administered through a grants office rather than the regular school administrative apparatus). When project staff are viewed having soft money status, it may be more difficult for their voices to be heard in institutional decision making.[23]

Example

> At a relatively large state university campus, the director of SSS reports to a director of services for disadvantaged students. The SSS director is one among several providers of support services for disadvantaged students in a category of programs headed by a dean or other supervisor. The directors of the individual projects meet periodically, and their supervisor makes the group's collective wishes known to senior administrators. Senior administrators meet rarely, if at all, with the service provider group. The main contacts are likely to come when it is time to submit proposals for continued federal or other noncampus-based support. Although the institution is heavily committed to bringing in disadvantaged students, the service providers are substantially removed from making decisions on which students to attract or which services to provide.

Relations Between SSS, Other Providers, and Administrative Offices

SSS projects usually have good coordination with other support service providers. At most of the sites visited, there are formal or informal mechanisms for periodic exchanges between service providers. In some cases, all providers are administratively grouped (under a dean of students or director of support services, for example) and that administrative entity holds regularly scheduled meetings. In a few of the institutions, all or most support service providers are housed in the same location, making communications among providers relatively easy. There were a few cases in which there were poor relations among providers, but these were usually idiosyncratic cases of personal conflicts or rivalries.

In most cases where SSS plays a role in supporting instruction, the projects also maintain good relations with relevant faculty. In several of the sites, SSS tutor coordinators or counselors also double as part-time faculty, teaching developmental or other courses. Projects that aim to track the performance of students at the midterm point usually report that faculty are conscientious about submitting the information (sometimes after they are contacted a couple of times by the project). Faculty referrals for SSS services are the norm at many institutions.

Relations between SSS projects and administrative offices are not always as positive. Although most did not, a minority of project directors complained about lack of access to computerized financial aid or admissions data that would make student recruitment and verification of aid status easier. Instead of computer access, projects might be given printouts of data, requiring painstaking perusal in order to identify project participants or likely recruits.[24] Some projects had petitioned senior administrators for financial or other assistance for projects (e.g., better physical space), but had been rebuffed. At a couple of the projects visited, there were tensions between project directors and senior administrators that were apparent to site visitors. These relations are not the norm, but they occur at a sufficient number of sites to note them here.

Finally, we were told repeatedly that institutions were committed to their SSS projects, but that *if federal funds were not available the institutions would be unlikely to continue the projects.* Some said they might continue the project at a reduced level. On the one hand, this comment suggests the need for continuing federal support--particularly in an era of fiscal stringency at colleges. On the other hand, it also suggests that SSS projects have not been sufficiently incorporated (or institutionalized) at some institutions that there is a willingness to even consider institutional support.[25] As can be seen from the survey results, 62 percent of institutions do contribute some funds to project support, although institutional sources account for only about 14 percent, on average.

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[23] Soft money status also makes it difficult for projects to hold on to staff, as they are likely to move to other, more permanent jobs at the institution or elsewhere. Ironically, recent cutbacks in institutional budgets have sometimes resulted in soft money SSS staff experiencing fewer layoffs and receiving better pay than comparable non-SSS personnel, since their salaries are not dependent on the institution.

[24] It should be noted, however, that some project staffs do not have the equipment or the computer literacy at present to manipulate institutional records.

Physical Facilities as an Indication of Institutional Support

The one area in which all institutions contribute to SSS is through the provision of space, furniture, and some support costs (such as telephone). At each of the sites in the study, we asked SSS staff about the physical space. In addition, field staff made an independent assessment of the location and quality of the space provided. The location and quality of facilities provided can be seen as a rough indication of grantee commitment to the SSS project.

As can be seen in Exhibit 8-1, *a considerable share of the SSS projects visited for this study are located in shabby space.* While most projects are centrally located or housed near other support services, the physical space is often less than attractive. Specific problems include space that is simply too small, dilapidated buildings, lack of privacy (e.g., partitions for counselors rather than walls), shabby furniture, and the like. Although not noted in the display, many of the projects in poor facilities have tried, and failed, to obtain upgraded facilities at the institution. The response of some institutional officials is that the grants do not pay enough indirect costs to support better facilities. This response illustrates the key point made earlier--that is, the institutions expect the federal government to pay the full cost just as it would with a grant to a professor for research.

Because SSS projects are intended to address the needs of disadvantaged students in advantaged environments (i.e., colleges and universities), *housing the projects in shabby environments may present an indirect institutional message that counteracts the goals of the projects.* Project directors are sensitive to this double message and have tried to spruce up poor spaces to look inviting. But this approach can only go so far; it is impossible to hide the poor physical state of a number of the projects visited for this study.

Exceptions

Some projects in the study are exceptions to the general picture presented here (little policymaking role for SSS, one service provider among many, mediocre space). *In a limited group of projects, directors are also senior administrators or faculty at the institutions, have direct policymaking roles, and have been given pleasing physical space for their projects.* These are usually cases in which the SSS grant is part of the funding of an overall package of services, sometimes designed for an institu-tionally designated subset of students (e.g., special admits or freshmen taking developmental courses) often with additional institutional and/or state subsidies (what we have called blended projects). In these cases, the institution's commitment to the overall effort--such as special admissions, developmental education, or improving retention rates--has resulted in a strong voice for SSS. The specific contribution of federal SSS funding to that role is impossible to determine.

Example

> At a small state university campus with an open admissions policy, the SSS director is also a tenured professor with over 20 years at the school. The director has also served as an administrator at various times. At the direction of the president, the director wrote the original SSS proposal and has operated the project for almost a decade, continuing to teach a few sections as needed. When the SSS project began, the school had few support services, and SSS has served as a model for other services adopted since that time. Over the years, the director has succeeded in obtaining the institution's financial commitment to the project, so that institutional contributions now account for almost 40 percent of the project's support.

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[25] Bear in mind that we asked the question hypothetically to administrators at schools with federal support of at least 4 years' duration for their SSS projects, and federal support was likely to continue for another 2 years at the time of our visit.

Institutional Policies at SSS Grantees and Comparison Institutions

To gain a broader perspective on the impact of SSS at schools with grants, we examined whether institutions with SSS grants differ from comparable institutions without grants along several dimensions. These include policies aimed at encouraging the admission and retention of disadvantaged persons, support services for students at risk, and the overall climate on the campus.

In order to carry out the analysis, it was necessary to define the term "disadvantaged" as it is used by institutional officials. First, institutions commonly define disadvantaged students on the basis of race/ethnicity, and less commonly on the bases used by the SSS program (low-income families, first generation college students).[26] School officials speak of attracting and retaining to graduation underrepresented or minority students, often setting targets or other goals they would like to achieve. Once students are enrolled, however, most institutions organize support services on the basis of academic need, although some continue to group some support services by race/ethnicity. As a result, this section discusses admission and other special programs that explicitly seek to attract minority students, although the SSS program does not have that goal.

In comparing schools with and without SSS projects, differences in the extent or nature of policies or services cannot be attributed to SSS projects. First, we have already seen that SSS projects do not typically play a central role in policy development, so differences in policies and practice are not likely to be attributable to the projects. Second, we simply do not have enough historical information at the almost 50 schools visited to trace the development of policy and practice for the past several decades and, thus, attribute current arrangements to particular antecedents. It could well be that the same conditions that led some institutions to seek SSS grants also determined the development of other policies and programs, but we do not know this to be so. All we can do is describe the current state of affairs at a group of institutions with grants and at a comparable set of institutions without such grants.

The bases for selecting the comparison sites is described in Appendix A. Key variables include size, public or private governance, 2- or 4-year degree granting status, region, selectivity, rate of minority student attendance, and, of course, having no SSS grant. In carrying out each of the comparative analysis of policies and programs, we have examined the two sets of schools as a whole (all SSS or all non-SSS) as well as the specific matched institutions. This section looks first at policies and then at the availability of support services.

Policies to Encourage Enrollment, Retention, and Completion by Disadvantaged Students

Recruitment and Admissions Policies. Before describing the recruitment and admissions policies of the institutions in the study, it is important to note that most of the institutions included in the study do not have selective admissions. Among institutions in the study, the most selective institutions indicate that the average freshman has an entrance exam score of about 1,000 on the SAT or 22 on the composite ACT.[27] These scores are above national averages, but by no means in the highly selective category. All of the more selective institutions in the study are public, usually branches of state university systems. The vast majority of schools in the study indicate average freshman entrance exam scores well below national averages, and all of the 2-year schools, along with some 4-year institutions, have explicitly open admissions. Efforts to attract and retain disadvantaged students need to be viewed in that light.

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[26] Some state programs for disadvantaged students do speak about income as a criterion--along with many others.

[27] One school indicates that out-of-state freshmen have average SAT scores of around 1,100. One state university branch indicates an overall ACT average of 22.6.

Among the relatively more selective institutions in the study, efforts to attract disadvantaged students are widespread. As can be seen in Exhibit 8-2, a common approach is to focus on recruiting students from minority groups. Because all of the institutions in this group are public institutions, and almost all draw students primarily from their states or immediate contiguous areas, they are likely to identify particular geographic locations or high schools with concentrations of minority students, and send recruiters to those locations more often than elsewhere. Institutions generally hold special visitation days for minority students. A few schools also focus recruitment efforts on locations of higher poverty, regardless of race/ethnicity, but this is considerably less common.

Some of the institutions are located in states with special economic or educational opportunity programs (called EOPs) aimed at attracting economically disadvantaged and/or minority students.[28] These schools are likely to have full-time recruiters paid from state funds whose sole responsibility is to recruit EOP students. The EOPs usually relax admissions requirements and carry with them additional grant aid, decreasing the amount of loans the EOP students will have to assume. Institutions that are part of EOPs are also subject to some form of accountability for the outcomes of their recruitment--most commonly they issue reports on school performance in attracting disadvantaged students.[29]

In states without formal EOPs there are still recruitment mechanisms that provide incentives for disadvantaged students to attend. All of the relatively selective schools accept some students who do not meet regular admissions standards, although these schools may not single out minority students or low-income students as groups for which such standards apply. Most, but not all, of the non-EOP schools have special minority scholarship programs; some offer better mixes of grants to loans for minority students with financial need. The main difference in these schools is that the criteria for special admission are not as explicit (statewide EOPs usually have published criteria) and it is possible that a wider range of factors may be considered (e.g., athletic prowess, artistic talent).

Special (or conditional) admit programs differ with respect to the obligations they place on students. Some institutions simply admit the students and do not subject them to any additional requirements as a condition of admission. Other schools place a variety of conditions on their admittance. These conditions may include mandatory attendance and acceptable performance at summer school before freshman year, mandatory attendance at a summer bridge program prior to freshman year, developmental courses that must be passed before regular status is conferred, a required set of freshman courses (or a structured freshman program determined by institutional officials), or mandatory repeat visits with counselors (in two schools, the special admits are required to participate in SSS). Two of the institutions in the group (one a grantee and one a comparison site) effectively place special admits in a separate administrative entity with many of its own courses and rules. Students can transfer to the regular program after completing a certain number of credits satisfactorily. In the grantee institution, the SSS project is part of that alternative administrative entity.

Relatively selective schools also differ with respect to the percentages of entering freshman classes that are conditionally or specially admitted. Although it is not always possible to obtain this information, schools for which information is available admit between 5 percent and 20 percent of their freshman classes from among students who do not meet regular entrance requirements. A few schools also accept transfers who may not meet regular transfer criteria, but no data on rates were obtained. In fact, some schools are using the transfer mechanism increasingly to boost minority enrollment--especially because freshman minority dropout rates are high.

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[28] Even in states where economic opportunity is the main qualification, the majority of program participants are members of minority groups.

[29] Almost all schools keep some data on the success of their minority recruitment efforts (i.e., the percentages of freshmen and other minority students). Schools with formal programs tend to publish separate reports, however, and to do more tracking studies to see the effects of the programs on retention and completion.

Exhibit 8-2. Recruitment and admission policies with focus on disadvantaged or underrepresented students in SSS grantee and comparison schools

SSS grantee(s)-- minority or special admit policies (including SSS role, if applicable)	Comparison institution(s)--minority or special admit policies
Relatively selective 4-year institutions	
Institution 1 -Targets communities with minorities, disadvantaged -Five percent accepted below standard qualifications. Some required to take remedial courses. School must meet financial need. -Law prohibits develop. courses, community college at site provides them **Institution 2** -Seek high achieving minority students -Special admits program: must agree to participate in set of services (state and **SSS-supported**) -Placement tests for some students in math, chemistry, foreign language -Underprepared based on entrance exams required to take develop. courses	**Institution 1** -Numerical targets for African-American and Hispanic recruitment (undergrad and graduate) -Several jr and high school outreach programs -Program with local community college district to increase minority transfers -Several special admit programs with mandatory summer school prior to freshman year. Must get C average (75% do). -Entrance and graduation proficiency testing (as well as develop. classes)
Institution 1 -Separate college for "at risk" within university -Active recruitment of disadvantaged, minority, urban students -Develop. courses required based on placement tests	**Institution 1** -Seek cultural, racial, economic and geographic diversity -Many junior high and high school outreach programs. -Formal goals for minority recruitment: priority given, ACT scores discounted -special scholarships for minorities w/ 2.5 GPA in college prep, 3.0 overall -Develop. courses required based on ACT scores.
Institution 1 -Minority recruitment program to attract highly qualified -EOP special admits program for lower achieving, disadvantaged students with promise (state funded) -Special talents admits (theater, drama) -SSS-funded develop. courses required based on placement tests **Institution 2** -Minority recruitment including attractive aid package -No special admit program -No developmental courses except ESL	**Institution 1** -School did little recruiting of any kind until recently -EOP special admit program for low income students, with own set of courses. Students in good standing can transfer to regular program after 30 credits. -No developmental program (but students with low SATs take more hours of same courses)

NOTE: Like grantees and their comparison institutions are displayed in boxes alongside each other.

Exhibit 8-2. Recruitment and admission policies with focus on disadvantaged or underrepresented students in SSS grantee and comparison schools--continued

SSS grantee(s)-- minority or special admit policies (including SSS role, if applicable)	Comparison institution(s)--minority or special admit policies
Institution 1 -Some admission flexibility for minorities -Some tuition/fee scholarships for UB completers -20% admitted below admission requirements, and some can enter with 9 credits in continuing ed. and 2.0 GPA -Placement tests but no develop. courses -Local community college offers freshman courses that qualify for credit (must take instead of develop.)	**Institution 1** -Active minority recruitment effort with scholarships for high achieving minority students -Special admit program for women, minorities, disabled, special talents, athletes (15% of entrants) -Outreach efforts with high schools, elementary schools
Institution 1 -Actively recruits minorities -About 20% of freshmen are admitted below cut offs (including EOP and other students) -Institution prohibits remedial courses, placement tests not required **Institution 2** -Active minority recruitment, courses at outreach centers -Annual diversity targets -Twenty percent admitted who do not meet standard qualifications: as regular, conditional, or SSS -Poorest offered special minority grants - **Least prepared required to participate in** SSS and in financial aid disbursement program -Develop. courses required based on admissions tests	**Institution 1** -No minority recruit. effort (big push to attract international students) -Efforts to attract disabled are attracting more severely disabled -Open enrollment, but efforts to attract talented students and increase admission requirements -No developmental program
Institution 1 -Recruit. focused on underrepresented groups (some minorities excluded) -Underrep. offered attractive financial aid package (if financially needy), and special services, called EOP program -Some underrep. admitted below standard criteria, must take intensive developmental program -Develop. courses required for all who fail to pass placement tests -Some majors have higher admission requirements than school.	**Institution 1** -Numerical recruit. targets for minority groups -EOP program with scholarships -Special admit programs for underrep. groups (4% of admissions) -Numerous outreach programs for junior and high school -Develop. courses (and proficiency exams) required

Exhibit 8-2. Recruitment and admission policies with focus on disadvantaged or underrepresented students in SSS grantee and comparison schools--continued

SSS grantee(s)-- minority or special admit policies (including SSS role, if applicable)	Comparison institution(s)--minority or special admit policies
Less/nonselective 4-year institutions	
Institution 1 -Commitment to minority recruiting -Open admit, but 4 levels: honors, regular, conditional, provisional -All but honors take placement tests and develop. courses required before comparable regular courses, may fail and retake **Institution 2** -Open admit, some programs additional requirements -No special minority recruitment -Degree students must take develop. course before comparable credit course, many postpone	**Institution 1** -Few recruit. efforts for disadvantaged and/or minority students -Open enrollment, but requirements likely to be increased soon -Developmental courses required based on tests
Institution 1 -Seeks diversity, offers attractive financial aid package to minorities -About 25% below preferred admission requirements -Develop. courses required for students with low placement test scores, can be repeated as needed	**Institution 1** -Efforts to increase minority enrollment, freshman scholarships for African-Americans -Largely open admission -Develop. courses required -Minority students in poor standing participate in contracts that structure coursetaking, limit work hours. School may drop contracts
Institution 1 -HBC -Open admit, but those with less than 2.00 GPA assigned to summer program -Developmental courses required based on placement tests	**Institution 1** -HBC -State mandate to recruit nonblacks -Some opportunities to enroll without high school diploma or GED -Various jr and high school outreach programs -Multiple levels of develop. courses
Institution 1 -Recruit from surrounding community (many at risk) -40-50% of entrants below preferred levels, small portion receives state-funded special program -Develop. classes required based on placement tests	**Institution 1** -Some effort to recruit minorities, but school recruits primarily in private schools with middle/high SES students -Some minority scholarships -10% special admits (below 20 ACT) -Develop. courses required based on tests
Institution 1 -Little minority recruiting -Approx 25% below preferred admission requirements -Develop. required with low entrance exam scores - High risk group must agree to remediation and SSS	**Institution 1** -Little emphasis on minority recruit--most felt more could be done -Take 30% below official minimum standards (20 ACT, top half of class) -No developmental program

Exhibit 8-2. Recruitment and admission policies with focus on disadvantaged or underrepresented students in SSS grantee and comparison schools--continued

SSS grantee(s)-- minority or special admit policies (including SSS role, if applicable)	Comparison institution(s)--minority or special admit policies
Institution 1 -HBC -Many students enter with test scores and high school GPAs below preferred levels. -Placement tests and develop. courses required -SSS a condition of admittance for some	**Institution 1** -HBC -Special admits (about 100 a year w/ ACT below 16), internal debate about continuing program -Several precollege outreach programs
Institution 1 -HBC -Many students enter with test scores and high school GPAs below preferred levels. -Required placement tests and develop. courses if needed	**Institution 1** -HBC -Open enroll, but trying to attract high achieving students (3.4 GPA and 950 SAT) with scholarships for full support -Develop. courses based on tests, also soph. proficiency tests
Two-year institutions, open enrollment for high school graduates	
Institution 1 -Little recruiting -Faculty monitoring program for new freshmen with low placement test scores. -Develop. courses and reduced load recommended based on placement tests **Institution 2** -Special minority recruitment efforts -Open admit, some programs additional requirements -Placement tests but remedial courses not required	**Institution 1** -Community outreach aimed at recruiting minorities -Increasing concern, however, about attracting students with severe handicaps, very low basic skills (under workfare), behavior problems -Open enrollment but some programs more stringent -Develop. courses "suggested"
Institution 1 -Increasing recruit effort on minorities -Develop. courses required for matriculating students if low placement test scores **Institution 2** -Admission fc/fs, but some programs more selective -Limited minority recruitment -Placement tests and develop. courses voluntary but can't take regular English without passing skills test	**Institution 1** -Open enrollment (but some programs more selective) -Little effort on minority recruitment but major effort to recruit international students and immigrants -Outreach to residential facility for students with cerebral palsy -6 levels of ESL -Flexibility on taking develop. courses
Institution 1 -Mandate to build enrollment, outreach to minorities -Develop. courses required based on placement test results, can fail develop. courses, but must repeat them -Additional tests for some fields (chem, engineering, math, speech) -Special student program (lottery-based: financial aid, special services) **Institution 2** -Minority recruit. effort increasing -Open admit, some programs additional requirements -Develop. courses required based on placement tests	**Institution 1** -No recruit. budget. -Developmental courses required based on tests: 50% fail on first try; 2 fails means dismissal

Exhibit 8-2. Recruitment and admission policies with focus on disadvantaged or underrepresented students in SSS grantee and comparison schools--continued

SSS grantee(s)-- minority or special admit policies (including SSS role, if applicable)	Comparison institution(s)--minority or special admit policies
Institution 1 -Little recruitment -Develop. courses required based on placement tests for degree and certificate programs--many postpone **Institution 2** -Increasing recruit effort for nontraditional students -Require placement tests and develop. courses as needed	**Institution 1** -Draws from very poor area, but limited effort to attract minorities -Some efforts to attract single parents at nearby facility, but no day care so participation limited
Institution 1 -School draws from disadvantaged population -Limited admit to non-h.s. grads -Special student program (lottery-based: financial aid, special services) -Develop. required based on placement tests, can fail and retake **Institution 2** -School draws from poor area -Open admit, some programs additional requirements -Develop. courses required based on placement tests, can fail courses and retake	**Institution 1** -Open admission, with more stringent requirements for allied health programs -Draws many poor, minority students, with recruitment at welfare agencies, CBOs, through Upward Bound, etc. -Developmental courses required
Institution 1 -Draw from poor, minority area, special outreach to talented students -Develop. required before comparable freshman course based on placement tests, and must pass placement test before taking upper division courses -State limits reimbursement per student for develop. courses	**Institution 1** -Open admission, with some more selective programs -Draws entirely from poor, minority area, makes special efforts to attract welfare recipients, other very poor -Multiple level developmental programs
Institution 1 -Open admit, some programs have additional requirements -Preference for district residents -Some minority and adult recruitment effort (new division)	**Institution 1** -Open enrollment -Plan for increasing participation of minorities, women, disabled -Some minority recruit. effort by office of multicultural affairs. -Develop. courses, ESL as needed

NOTE: In one case a 2-year SSS grantee is matched with a 4-year comparison school, and in one case a 4-year SSS grantee is matched with a 2-year comparison school.

Key:
HC: Head count
FTE: Full time equivalent
GPA: Grade point average
develop.: developmental
fc/fs: first come/first served
approx.: approximately
incl.: including:
$: funding
ESL: English as second language
h.s.: high school
UB: Upward Bound
HBC: Historically black college
T.A: Teaching assistant
EOP: Educational equity/opportunity or related program
LD: learning disabled

In addition to special admit programs, a subset of the relatively selective schools focus a portion of their minority recruitment effort on attracting highly talented students. These schools reserve a portion of scholarship funds for minority students who have, for example, B averages in high school or higher entrance exam scores. Although economic disadvantage does not appear to be a major factor in such recruitment efforts, it is possible that some of the scholarship assistance may be based on need.

In some institutions, especially very large ones, recruitment is delegated beyond the central administrative office. Individual colleges or even departments may conduct their own recruitment efforts for disadvantaged students. These recruitment programs appear to be focused on minorities almost exclusively, and are most prominent in fields such as engineering and business. Often they represent the combined efforts of university staff and organizations of businesses or professionals in the field of study. In other institutions, there is a separate office of minority affairs or multicultural affairs charged with recruiting. These offices are much more likely than central administrative offices to have full-time persons whose sole responsibility is minority recruitment.

An increasingly popular method for recruiting minority and disadvantaged students is the outreach program. Almost all the relatively selective institutions (and many less selective schools as well) have at least one program--and some have several--that reaches high school, junior high/middle school, and even elementary school. Some schools even have programs aimed at very small children and their parents. These programs target schools with high minority enrollments and include counseling, campus visits, classes at the college, and summer educational experiences (often residential for older students). The students may be promised scholarships if they stay in the program until graduation and then attend the sponsoring college. Most of these programs aim to select students with academic potential. However, potential in these cases often means performing at about an average, not outstanding, level, so the programs cast a relatively wide net. Programs are supported through various sources including federal and state funds, private or foundation support, and institutional contributions. Often the programs for junior high or high school students focus on a particular range of subjects (such as the sciences) or a professional field (such as engineering).

Example

> At one non-SSS state university campus located in a rural area, there are annual goals for minority admissions, but recruitment is a decentralized activity. An office with responsibility for secondary school outreach programs sends representatives to high schools with concentrations of black and Hispanic students, offering various scholarships and guaranteeing campus housing (normally in short supply). This office also runs a summer junior high residential program in science supported through a federal science agency. In addition, each of the numerous academic colleges offers some sort of summer outreach effort, most geared to minority high school students and ranging in duration from a few days to 6 weeks. Recruitment efforts are also underway with an urban community college system to encourage minority transfers.
>
> The institution has various opportunities for students who do not meet regular admission criteria to be accepted under a conditional admit program. Automatic review is granted to all black and Hispanic students in the top half of their graduating classes, regardless of scores on the SAT or ACT. Virtually all of these students are admitted (even though recent overall application increases are straining the system). Some of these students may be required to attend specifically designated summer school classes prior to freshman year and obtain a C average. Most are successful.

Less or nonselective 4-year institutions in the study are somewhat less likely to have specific minority recruitment policies, in part because of the nature of these institutions. First, many of them are essentially open enrollment institutions, so they see less need to seek out students with specific qualifications of any kind. Second, they include all of the historically black colleges in the study, most of which make little effort to recruit any students except minorities.[30] Third, many of the less or nonselective 4-year schools in the study are small and have limited (or no) recruitment budgets, or are church affiliated and have other recruitment priorities. Finally, many of these schools have student populations that are already predominantly disadvantaged, so they have little reason to adopt explicit minority or disadvantaged recruitment policies.

Nonetheless, even among the less and nonselective schools, there are efforts to recruit disadvantaged and minority students. Some offer special scholarships or financial aid packages to minority students. And almost all these schools accept a substantial number of students who do not meet the preferred or desired admission criteria of the institutions. Few of the historically black colleges have high school and junior high school outreach programs comparable to those described in the more selective institutions. Almost none of the other schools in this group have such programs, however.

The main condition placed on students who do not meet preferred or desired admission requirements in less or nonselective schools is that they complete needed developmental courses before taking regular courses in math or English. One of the schools with an SSS project requires that students in what it considers its highest risk group also participate in SSS. In general, however, these schools place few conditions on academically disadvantaged students.

Example

> This religiously affiliated SSS grantee recruits primarily from students within commuting distance. The geographic area has a high concentration of low-income and minority students, and the school sees as its mission to serve first generation college students. The school uses college fairs, high school presentations, and visitations to attract students from the surrounding area. The school has a liberal admit policy and estimates that almost half the entering students do not meet its preferred admission criteria.
>
> In addition, the school participates in a state-sponsored EOP based on financial need. About 10 percent of the entering class who are financially eligible and have SATs lower than 800 attend a 6-week residential summer enrichment program that provides course work and tutoring in math, writing, and reading, as well as peer tutoring. Those who complete the program successfully receive full tuition and book scholarships for a maximum of 12 semesters. They also receive tutoring and additional counseling. (At this school, the SSS funds support a scaled-down version of this program with a 3-week nonresidential summer program for additional students.)

All of the 2-year institutions in the study have open enrollment for high school graduates or holders of GEDs, although the schools often have more stringent requirements for participation in certain programs. More stringent requirements always apply to nursing, and often extend to other (allied) health offerings, engineering technology, or other programs. These schools attract students who live in commuting distance of the institutions. Some of these schools draw almost exclusively from populations that are quite poor, minority, or both.

Despite their limited geographic attraction and their disadvantaged populations, over half the 2-year schools in the study do make some additional effort to attract disadvantaged and/or minority students. In fact, it would appear that the institutions with the greatest percentages of low-income and minority students are more likely than others to make that effort--recruiting through welfare agencies, community-based organizations, and churches in addition to high schools or other more traditional sources. Some of these institutions have seen a rapid increase recently in enrollments by women in workfare programs.

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[30] One publicly supported historically black college is under a state requirement to recruit nonblack undergraduates, and several of the schools make an effort to recruit nonblack graduate students.

Because they are open enrollment, few of these schools have any kind of conditional or special admit programs. Nonetheless, two institutions in the study (one a grantee, the other a comparison institution) do offer something equivalent to an EOP. Both of these schools draw from low-income, heavily minority communities, and the EOP-type program (including additional financial aid and support services) is awarded through a lottery system. In addition, several of the institutions offer conditional admittance to persons without high school diplomas or GEDs, based on some assessment of their ability to benefit from, and succeed in, the institution. Such students may have to demonstrate satisfactory progress in order to continue.

Two-year institutions vary with respect to the emphasis they place on addressing educational deficiencies. A majority of the institutions in the study require students who perform poorly on placement tests to take developmental courses before completing required English or math courses for graduation. We were told by staff at some of these institutions, however, that students can avoid the requirements--and hence the developmental courses--for some time, taking courses without developmental prerequisites and hoping for requirement waivers. At other institutions, developmental courses may be required for academic programs aimed at transfer to 4-year schools, but may not be required for students in occupational programs. Or, some academic majors may require higher levels of proficiency than others, so students may avoid completing the full developmental sequence if they avoid particular majors.

Example

> A small community college that is an SSS grantee, located in a geographic area with considerable poverty, has no budget for recruitment. The admissions office maintains relationships with the high schools and local industries, and the Talent Search program at the school is used to identify potential students. Anyone with a high school diploma, GED, or judged able to benefit can be admitted to the school as a curricular student. In addition, high school students, auditors, etc. can enroll concurrently as noncurricular students. There are no placement exams, but a full-time curricular student must complete English, math, and reading assessment inventories before enrolling in courses in those subjects that are necessary for the degree or certificate the student is pursuing. Although 85 percent of the students are recommended for remediation, 57 percent actually enroll.

Differences in Recruitment/Admissions Policies Between Grantee Institutions and Comparable Nongrantee Institutions

In looking across the institutions with and without SSS grants, it is difficult to discern overall differences in recruitment or admissions policies. It is possible that the availability of SSS may increase the likelihood that an institution will take a chance on a low-income or minority student who does not meet traditional entrance requirements, but that difference does not appear among these institutions. There are three SSS grantees in our group of 30 that require their most at-risk entrants to participate in SSS, but the vast majority of grantees do not. In addition, both SSS grantees and comparison institutions place similar overall requirements on conditional admits (i.e., summer bridge programs, participation in various structured freshman year programs, developmental courses, etc.). Because SSS grantees are being compared with institutions that have comparable rates of minority enrollment, it is quite possible that differences in recruitment policies are minimal because of the criteria used to select sites. Survey data reveal that, nationally, SSS grantees are more likely than other institutions to report waive admission requirements and admit marginal students.

The relative similarity in policies across institutions is also likely due to a variety of factors transcending SSS grants that create incentives to attract disadvantaged and minority students. For most state university systems, there are general state policies and sometimes specific annual numerical goals aimed at attracting additional minority students. For many of the smaller and less selective institutions in the study, there appear to be additional pressures to maintain enrollments in the face of a declining age cohort (the religiously affiliated schools appear particularly hard hit by this phenomenon) causing them to seek out students they might not have attracted in the past. Among the 2-year schools in the study, there are really two kinds. First, there are the institutions with student bodies composed largely or entirely of students from low-income families. Those institutions see little need to mount any kind of special recruitment effort. The rest of the institutions are located in more middle class areas and do appear to make some targeted recruitment efforts.

Financial Aid Policies. For a student from a low- income family, obtaining the wherewithal to attend college is likely to be a critical factor in deciding to attend. As a result, we decided to see what kinds of policies influenced the financial aid programs of the colleges in this study, and whether there were differences in policies between institutions with and without SSS grants. In particular, we were interested in institutions' financial aid efforts on behalf of low-income and minority students. We explored their policies for administering federal (and state) aid programs as well as any additional financial incentives for low-income or minority students. At the time we conducted the field study, the SSS legislation required grantees to meet the full financial need (i.e., full cost of attending minus expected family contribution when appropriate), so we paid particular attention to the overall ability of institutions to meet needy students' full financial need.

The more selective institutions in the study are the most likely to have additional aid for economically disadvantaged and/or minority students. As shown in Exhibit 8-3, the most common approach is a state-funded program that provides additional grant aid (decreasing the need for loans) for economically disadvantaged students. Sometimes there is greater additional assistance for economically disadvantaged students who enter the school under a special or conditional admit program. In some schools, the programs are limited to minority students (although they must be economically disadvantaged as well). Often, the aid is tied to participation in a summer program prior to freshman year or a set of support services during the school year. A few of the schools maintain minority scholarship programs that do not appear to be need based; rather, they are available to all minority students, to students in specific colleges or majors, to particularly talented students, or to students with other specific characteristics (e.g., Native Americans from nearby reservations). Two schools have recently started special scholarship programs for first generation college students. All of these efforts do not so much increase total aid (compared with more economically advantaged students or nonminorities); rather, they enable disadvantaged and minority students to assume smaller loans (or avoid loans altogether).

In addition to specific grant programs, institutions can set general aid policies that favor subgroups of students. Some of the institutions have overall policies that try to meet a greater share of disadvantaged students' financial need through grants or that attempt to meet full financial need for economically disadvantaged or (much less commonly) for minority students. This is done primarily through administration of the campus-based federal aid programs. Students categorized as having high need are offered aid packages that include a greater ratio of grants to loans than are other students. Or they may be offered a package that meets their full financial need, whereas other students are not. Some institutions try to offer packages of aid that do not include work-study to high need students with academic deficiencies, because they believe these students should be able to spend less time working and more time on their studies.

Despite these efforts, however, many institutions cannot meet the full financial needs of all economically disadvantaged and/or minority students. Some schools are more successful at meeting the financial needs of in-state dependent students (because costs are lower and there is some parental contribution) or minority students and those in specific categories (such as those in EOPs--because they have special funds earmarked for these groups). Even those institutions that

Exhibit 8-3. Financial aid policies for attracting disadvantaged and minority students in SSS grantees and comparison schools

SSS grantee financial aid policies	Comparison institution financial aid policies
Relatively selective 4-year institutions	
Institution 1 -Institution must cover FFN of special admits (special state funds available since 1989-90) -otherwise fc/fs **Institution 2** -EOP program for disadvantaged students (defined by race/ethnicity, educational performance, economic need) includes additional grant aid	**Institution 1** -State scholarship program for minority students in top 15% of high school class -For freshmen, the school tries to meet 50% of need with grant (but 60% if scholarship student). For soph-senior, 40% met by grant (50% if scholarship student) - No grant aid beyond Pell (and scholarship) if need below $2,000 -Scholarship programs for minorities in specific colleges
Institution 1 -In general, FFN difficult to meet -Special grants available for disadvantaged and minority students, -Gift grant beyond Pell thru SEOG (is 55% of grant aid currently)	**Institution 1** -Meet 90% of need for in-state residents -Efforts made to meet FFN for minority students -Minority students w/ 2.5 GPA in college prep courses offered package in which 3/4 of need met by state, feds and scholarships and 1/4 by self-help (family and w/s) -Minority students with 3.0 GPA offered renewable scholarships
Institution 1 -Try to meet FFN without loans for high need freshmen and sophomores (EOP students) who apply early--special state program -EOP students must assume large loans thereafter, and attrition highest in junior year **Institution 2** -FFN met, but concern about ability to do so in future -Minorities and in-state residents get more attractive packages. For example, out-of-state minority freshmen offered package with only 16% loan (39% for other out of state freshmen) -Fiscal pressures may change policies	**Institution 1** -fc/fs, loans considered a substantial part of package -EOP program participants do not receive a different package -Tuition waivers for academically talented students
Institution 1 -Highest need group applying early stands best chance of having FFN met -Modified fc/fs in which several passes are made through list and most needy get highest priority -Scholarship program pays tuition and fees for 10 semesters for Upward Bound participants (SSS played role in obtaining scholarship)	**Institution 1** -Approx 23% get Pell -Attempt to meet FFN of most needy with 55% grant aid. FFN generally met -Minority scholarship program for high achieving students -No assistance for those with very small need

NOTE: Like grantees and their comparison institutions are displayed in boxes alongside each other.

Exhibit 8-3. Financial aid policies for attracting disadvantaged and minority students in SSS grantees and comparison schools--continued

SSS grantee financial aid policies	Comparison institution financial aid policies
Institution 1 -Fc/fs -Need ranked (high, medium, low). May meet FFN for highest need applicants who apply early. School just started First Generation Scholarship Program that may benefit SSS participants (SSS role in development) **Institution 2** -FFN generally met for early applicants -Special (state) grants program for minority students, nontraditional students, American Indians -Earliest applicants get less loan, more grant -School trying to accommodate EOP applicants with later aid application deadline	**Institution 1** -Fc/fs -Generally meet FFN -Would like to raise grant requirements and give more loans (low default rate)
Institution 1 -Equity packaging philosophy: high need freshman and sophomore EOP students get best package with state EOP grant aid (SSS are rarely EOP). -Overall package 48/48/4 (w/s) with a variety of state as well as federal grant aid -FFN is met (or nearly met) for high need dependent commuters	**Institution 1** -FFN met for dependent but rarely for indep. students -Special grants program for underrep. needy students of $1k for fresh. year -School does not advertise loans, encourages students to work instead
Less/nonselective 4-year institutions	
Institution 1 -Fc/fs -Institution could meet FFN only by offering large loans which many students reject **Institution 2** -Fc/fs -Only a third of eligibles apply and only 16% of students get aid -School tries to keep students to one loan and tries to meet needs of SSS participants without work-study	**Institution 1** -Fc/fs -Funds for Perkins loans, SEOG run out by June -No funds reserved for special students -FFN not always met -Faster service a current goal
Institution 1 -SSS get priority in having FFN met but no information provided on effect -20% of aid set aside for minorities--try to offer competitive package with institutions out of state	**Institution 1** -Try to meet 100% of need, usually meet average of 70% -Keep work/study low in order of use--widely viewed as program for academically talented -Special state grants for minority students: $500 to $1,000 a year
Institution 1 -HBC -School tries to provide 60% from grants and 40% from loans and/or work-study -Upper division students get more loans to grants (50/50) -In general, school meets 80-85% of need	**Institution 1** -HBC -One deadline for aid -typical package includes state grant program--est. $4k average

Exhibit 8-3. Financial aid policies for attracting disadvantaged and minority students in SSS grantees and comparison schools--continued

SSS grantee financial aid policies	Comparison institution financial aid policies
Institution 1 -Private institution -Students in EOP program eligible for state grants that pay 40% of need in addition to federal programs	**Institution 1** -Private institution -Sixty percent get need-based aid and FFN met for most students -Some minority scholarships; trying to encourage more minority attendance
Institution 1 -Private institution -Fc/fs -Meeting FFN is "attempted" for campus residents, although there is also an attempt to keep loan rates down	**Institution 1** -Private institution -Meet 95% of need for dependent and 50% for independent students -More institutional aid has been directed from merit to need in past three years -Scholarship fund for Native Americans from nearby reservation
Institution 1 -Private, HBC -FFN usually not met -Officials believe there is too much use of loans.	**Institution 1** -Private, HBC -Generally fc/fs -Some funds held back for high need students who apply late -Typical package meets about 86% of need and students who simply can't "make it" on that amount can reapply later in year -Student survey: 54% said package adequate, 61% borrowed
Two-year institutions	
Institution 1 -Low tuition so low application rate -Only 18-20% of study body get Pell. -Substantial increase in applications in past 2 years. **Institution 2** -Fc/fs -All students are treated the same -Pell/SEOGs awarded first, then if additional need--work-study or GSL	**Institution 1** -Est. 33% get some assist -No packaging currently, but may go to such a system because of increasing enrollment -Est. small (but unknown) percentage of need met
Institution 1 -Fc/fs -Attempt to minimize loans to freshmen and high risk students -Few apply--only about 18% get assistance **Institution 2** Fc/fs, most need met for earlier applicants, less for later ones -Low application rate--16% get some aid	**Institution 1** -Fc/fs -Only 12% of students receive financial aid as costs are quite low for state residents -State grant program as well as federal

Exhibit 8-3. Financial aid policies for attracting disadvantaged and minority students in SSS grantees and comparison schools--continued

SSS grantee financial aid policies	Comparison institution financial aid policies
Institution 1 -Generally, fc/fs -Best possible award is combo of Pell, SEOG, w/s and state grants -Best award meets about 67% of need (would still need 1/3 loan) -Students in state EOP program do best (few are SSS) but FFN not often met **Institution 2** Fc/fs -Currently package is 50% grant and 50% combination of loan and w/s -About 25% of those who receive aid have FFN met To meet FFN of all would require triple the current financial aid budget -Those who apply for aid are likely to be older, single parents, minorities	**Institution 1** -About 50% get state tuition aid -FFN cannot always be met -Special aid for disadvantaged/Native Americans -Trying to shorten turn-around time for disadvantaged students (who often make late decisions)
Institution 1 -School issues no loans because it had a high default rate -School reduced unmet need by revising downward its estimate of costs of attending -Students who repeat developmental courses cannot count those credits toward aid **Institution 2** -Fc/fs -FFN seldom met -Early applicants likely to get grants and work study, later applicants more likely to get loans -Minimum GPA for aid now 1.25, likely to increase	**Institution 1** -If apply by April 15, better package (afterward Pell and Stafford only) -Don't participate in Perkins loans -About 30% unmet need after family contribution -Increased Pell for child care has helped single moms -State runs separate grant program (school not involved)
Institution 1 -Various state aid programs as well as federal -School meets roughly 85% of need for dependent and 60% for independent students -High levels of need overall mean that FFN simply can't be meet (best packages for EOP students) **Institution 2** -Pell is distributed fc/fs, then w/s, then loans, then SEOG (to independent students) -Students often decline w/s because it affects food stamp eligibility -Students are very poor, many are single parents and school simply does not have the resources to meet their FFN -School discourages loans because of default rate of 19%	**Institution 1** -70% of full time day students get aid, lower proportions of others -FFN generally not met -Loans are actively discouraged

Exhibit 8-3. Financial aid policies for attracting disadvantaged and minority students in SSS grantees and comparison schools--continued

SSS grantee financial aid policies	Comparison institution financial aid policies
Institution 1 -Fc/fs -Estimate meet 60% of FFN for dependent students with 40/60 grant/loan mix (10 years ago the mix was 60/40) -Concerned about student indebtedness and actively discourage the loans need to meet FFN	**Institution 1** -generally fc/fs -90% get aid -Unmet need can sometimes be addressed through work study -Loans discouraged -State as well as federal grant programs
Institution 1 -High need students applying early receive higher proportion of grant aid -After April 15, fc/fs	**Institution 1** -Typically meet 30% of need for dependent and 50% for independent students -Special grant program for Hispanic and black students (with first generation priority)

Key: FFN = full financial need
fc/fs = first come, first served
EOP = educational equity/opportunity or other related program
HBC = historically black college
w/s = work-study parental contribution).

currently meet full financial need (FFN) for most or all students are concerned that their ability to do so is being eroded because the aid sources (federal, state, or scholarship) are not keeping pace with increasing costs.

Example

> At this state university branch, an SSS grantee, 60 to 65 percent of the students receive assistance, most of it need based. Estimated total costs for in-state dependent students (for 1991-92) were relatively low: $6,500 for those on campus and $4,900 for those living with parents. In-state independent students have higher costs, and nonresidents pay considerably higher tuition. Most students at the school are dependent. Aid available includes all the various federal programs, as well as state aid.
>
> Students who make the April 15 financial aid deadline receive the best financial aid package. Students who apply by the deadline receive grant aid, college work-study, and very small loans, if any. If they are dependent students, the total amount is likely to meet close to their full financial need (assuming a grant program based on need, a Native American grant program, a state grant program for nontraditional and disadvantaged students, and vocational rehabilitation support for students with disabilities who have approved educational plans. The average award, schoolwide, was $3,800 for 1991-92.

This appears to be less likely for independent students or nonresidents of the state. Students who apply after that deadline are offered college work-study and substantial loans.

> The range of grant aid available to disadvantaged students would appear to make loans unlikely. Unfortunately, disadvantaged students (including those in SSS) have tended to apply late. To address the problem, the financial aid office has decided to change the financial aid deadline to May 1 next year and to withhold some grant funds for later applying needy students.

The less selective 4-year institutions in the study have less access to special grant programs and are also less likely to meet full financial need. This appears to be the case for a number of reasons. First, special grant programs (such as statewide EOPs) are more commonly found at state university campuses, of which far fewer are included among the less/nonselective institutions in the study. Also, scholarships for talented minority or low-income students are less likely to be found here than in the relatively selective institutions (the major exception is the historically black colleges, all of which are also within the less/nonselective group). In addition, all the private institutions in the study are found in the less/nonselective category, meaning that their costs to students are higher, even with federal and state grant programs. As a result, they are considerably less likely to be able to meet full financial need of economically disadvantaged students. Finally, disadvantaged students represent a greater share of the overall student body in the less/nonselective institutions, so the competition for scarce aid dollars is greater.

Without the same access to special aid programs and higher percentages of very needy students, the less/nonselective institutions generally use a first-come, first-served approach to financial aid. This means that high need students applying quite early stand some chance of having their full financial need met, but that failure to apply at the start of a cycle severely limits access to aid. Officials at most of the institutions in the study noted that disadvantaged and minority students tend to make decisions later in the year about whether to attend school and, hence, apply for financial aid relatively late in the cycle. A few of these institutions retain some campus-based aid for late applicants, but many do not.

Example

> At this public institution, which is not an SSS grantee, most students attend full time and commute, and 50 percent of incoming freshmen indicate that they intend to work between 11 and 40 hours a week. Slightly less than half the students of whom a little over half are considered low income receive federal

aid. Financial aid is awarded on a first-come, first-served basis, and all students are treated the same (i.e., highly needy students do not receive a different ratio of grants to loans). There is no state grant program and no grant program for disadvantaged or minority students.

The institution attempts to meet full financial need until funds run out. To be assured of a package that meets a large share of need, students must apply by April 1. No funds are reserved for students who apply late, even if they are more disadvantaged. In a typical award package for a dependent in-state student who applies on time, loans account for only about 18 percent, assuming that the student agrees to earn $1,700 through college work-study. The school has no plans to alter its approach, although it would like to speed up processing and is currently computerizing its operation.

The 2-year institutions in the study are the least likely to have special grant programs or scholarships to attract and retain disadvantaged or minority students.[31] In addition, these institutions have the most disadvantaged student bodies of the three groups. Some have substantial numbers of students on welfare or with equivalent poverty levels, levels of need much greater than those at other institutions. As a result, these institutions generally adopt first-come, first-served policies, and must use loans heavily in order to meet the full financial need of high need students.

Of course, the direct costs of education at 2-year institutions are usually low, In addition, many students work and attend school part time. As a result, few students apply for (or receive) aid at some of the institutions visited. These are the subgroup of 2-year schools indicating that two-thirds or more of the students attend part time and that fewer than a third (and sometimes less than 20 percent) receive financial assistance. As a result, these institutions often meet full financial need, or come close to it (albeit with substantial loans), for the small numbers of students who apply.

There is another subset of 2-year institutions in the study in communities with high concentrations of disadvantaged students and high unemployment. These institutions have considerably higher full-time enrollment rates and high rates of financial assistance. These are the institutions with large numbers of unemployed students and students on welfare. At these institutions, large percentages of students apply for financial assistance.

Not only are these institutions unable to meet the full financial needs of the students who apply, most do not seek to do so. The main reason is that the debt these students would incur would be very high. Because they live in communities with few job opportunities (and because the completion rates at these schools are low), the student's risk of not being able to repay the loans is considerable. As a result, these institutions are likely to actively discourage loans. Two of the institutions in the study no longer participate in loan programs at all because of high previous default rates.

Example

This SSS grantee is located in an agricultural county with a poverty level that was estimated at 47 percent in 1990. About two-thirds of entering freshmen need developmental English based on college-administered placement tests. Most students attend school part time, and about 75 percent work either full or part time. Because demand for education exceeds the supply of funds, admission to the school is first come, first served.

Students must take a full load (12 units) to obtain financial aid. As a result, only about 30 percent of the students receive financial assistance, but even then, full financial need is being met for only about a quarter of those students. Aid is awarded on a first-come, first-served basis until funds run out. The typical package includes about half the award in grants and half in a combination of work-study and loans. Loans are viewed as a last resort form of aid. There are no special grant or other aid program for disadvantaged or minority students. Because the need of students receiving aid is so great, the financial aid director estimates that the school would need to award three times its current financial aid budget to meet the full financial need of current aid recipients.

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[31] It appears that in some states special grant programs for disadvantaged students are reserved for the state university systems and do not extend to the community colleges.

Differences in Financial Aid Policies Among Grantee and Comparison Institutions

As with recruitment and admission policies, *it is difficult to discern many differences in financial aid policies among the grantee institutions and comparison sites.* Although there appear to be few differences in overall aid policies and disadvantaged/minority scholarships, the 4-year non-SSS institutions appear very slightly more likely to have scholarships aimed at higher achieving minority students. It also appears that these institutions may be slightly more likely to come close to meeting the full financial need of students. But if we assume that SSS grantees are somewhat more likely to take a chance on an at-risk student (while non-SSS schools are more actively seeking high achieving disadvantaged students), the slight difference in meeting full financial need may be due to the non-SSS schools having slightly less financially needy students.

Services for Disadvantaged Students

In the last chapter, we described in detail the services provided by SSS projects in the grantee institutions. We also described comparable services for all students offered by other providers in the grantee institutions to understand how SSS augments generally available services. To compare services for disadvantaged students in grantee and non-SSS institutions, additional information is needed, including the non-SSS services for special student groups in the grantee and nongrantee institutions, as well as more widely available services in the comparison institutions.[32] This information allows us to describe and compare grantees and comparison institutions with respect to services intended primarily, or exclusively, for disadvantaged students and students with disabilities.

In some of the 2-year institutions in the study, and a few of the 4-year institutions, academic (and often economic) disadvantage is widespread. There are schools in the study where three-fourths or more of entering freshmen need developmental courses. As a result, it is possible to regard almost all the support services provided by these institutions as intended for disadvantaged students. So, for example, the school's tutoring center or its academic advising office (or faculty advising) could be considered as services to disadvantaged students by virtue of the population they serve. For purposes of this discussion, however, we shall restrict description to services intended to address the disadvantagement condition directly.

Exhibit 8-4 shows the non-SSS services available largely or exclusively to disadvantaged and minority students at both SSS grantees and comparison institutions.[33] Of course, SSS services are also provided at each of the grantee institutions. The exhibit shows both summer programs prior to freshman year as well as school year programs, with the summer programs always indicated first. Once again, we use the definitions of disadvantage commonly employed by the school--that is, the student is academically deficient, low income (usually one basis for participation in an EOP), and a member of a minority group. In addition, some schools have established special programs for single parents and/or women returning to the labor force. These services are also noted.

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[32] With respect to SSS grantees, some of the information on services in Exhibit 8-4 is reorganized from information presented in the previous chapter, although the description of special freshman year or other programs for non-SSS disadvantaged students is new.

[33] In a few instances, SSS involvement is indicated, because SSS is a critical part of a blended project.

Exhibit 8-4. Special support services for disadvantaged and minority students by providers other than SSS at SSS grantee and comparison institutions

SSS grantee: non-SSS special services provided	Comparison institution: special services provided
Relatively selective 4-year institutions	
Institution 1 -Seven-week residential summer program for special admits: study skills, academic remediation, tutoring, counseling, mentoring, 100-110 per year (state $) --Fall semester academic and personal advising, support and cultural enrichment program for new minority students (not eligible for SSS) linked to summer program -School places advisors/counselors in 6 colleges to assist minority students: counseling, advising, extended classes, test preparation -No develop. courses but community college at site provides them to students w/ low entrance scores **Institution 2** -10 week summer residential program for some special admits emphasizing academic skills. Take freshman and major courses, small group tutoring, study groups, academic and personal counseling, field trips (SSS and state $) --Special admit services package (state and SSS $) including Learning Resource Center (academic skills development, CAI, workshops), Freshman Seminar (study skills, goals, etc), peer tutoring (SI), counseling, peer counseling -Developmental courses: math, reading, writing -Science program for high achieving minority students: smaller math courses, group study sessions, instructor conferences, tutoring, learning skills, participate in faculty research	**Institution 1** -Several department-based prefreshman programs--e.g., engineering has 5-week summer bridge for women and minorities including courses, skill boosting sessions, tutoring -Multicultural Service Dept offers: -small group peer orientation and mentoring programs for new minority students -intensive advising, seminars for soph. minority students with low GPAs -leadership training course -personal, academic counseling, registration help -develop. classes and workshops on math, reading, writing skills, minicourses, drop-in learning center with tutoring -programs in depts. for minority students (e.g., Engineering offers clustered courses, tutoring, scholarships) -programs to encourage grad school attendance by minorities (summer, research, scholarships, mentoring)
Institution 1 -Seven-week summer residential program for special admits includes intensive basic skills instruction program including ESL, math, etc. Minority students have priority School-year offerings of special admit school include: -array of support services (counseling, advising, workshops, study skills) -single parent program including advising, day care, emergency grants -year-long intensive ESL -Reading/Writing Center: peer tutoring, word processing, peer SI for freshman courses, -Math Center: peer tutoring, independent study -developmental and study skills courses	**Institution 1** -No summer programs -Tutoring to minority students and single parents, cultural programs, job fair, help to prepare for and enter graduate school by minority office -Developmental program includes courses, academic advising, and math tutoring -Support centers by ethnic group offer resources and events -Faculty, staff, peer mentoring program for African-American students, provides workshops -Various dept.-based programs for minority students

NOTE: Like grantees and their comparison institutions are displayed in boxes alongside each other.

Exhibit 8-4. Special support services for disadvantaged and minority students by providers other than SSS at SSS grantee and comparison institutions--continued

SSS grantee: non-SSS special services provided	Comparison institution: special services provided
Institution 1 -EOP Program: 4.5 week summer program includes intensive reading, writing, math, history. Post-testing for placement, orientation, peer counseling (some SSS $) -EOP program: ongoing peer counseling, group tutoring, required study groups (SI), personal counseling, academic advising -Faculty tracking of students just completing develop. courses -Develop. courses **Institution 2** -Minority Affairs Summer Enrichment Program: aimed at minorities, 5 weeks, two course of choice, in-depth orientation --Minority Affairs: mentors, family match, additional advising, speakers (continuation of summer program) -Learning Cooperative: SI, study skills workshops, writing lab, tutoring (for tutoring, all but SSS pay extra) -No develop. courses	**Institution 1** -No summer program (program for conditional admits, ended because students needed to work, couldn't attend) -EOP program: admissions, tutoring, counseling, financial support -No develop. courses, but students with low entrance exams take more hours of regular freshman courses -Program for freshmen on probation includes repeating classes with intensive tutoring, CAI
Institution 1 -No summer program -Individualized math program: placement test and series of courses using CAI or instruction, includes remedial -Six special population advocacy offices (Hispanic, black, etc.): peer counseling, workshops -No develop. courses but students w/ low entrance scores must take comparable freshman classes at nearby community college	**Institution 1** -Residential summer program for 70-80 special admit students a year -Special admits get structured freshman year with study skills course (with labs), intensive advising, peer advisors in residence halls. Does not appear to be developmental program -Minority affairs office provides advising, cultural activities, counseling, mentoring (subcenters by ethnic/racial group) -Intensive ESL center
Institution 1 -No summer program -No developmental courses -Women and nontraditional student resource center: literature, speakers, events, peer counseling **Institution 2** -No summer program -Institution offers developmental courses but only on fee recovery basis (students pay full costs in addition to their tuition). About 2/3 of freshmen take at least one.	**Institution 1** -No summer program -Minority affairs counselor -New student program: students w/ low ACTs must take college success course, interest inventories -No develop. courses

Exhibit 8-4. Special support services for disadvantaged and minority students by providers other than SSS at SSS grantee and comparison institutions--continued

SSS grantee: non-SSS special services provided	Comparison institution: special services provided
Institution 1 -Five-week residential prefreshman summer program mandatory for special admits, recommended to borderline. All EOP, underrep., LD invited to attend. Develop. math, English. Orientation, tutoring, activities -Learning Assistance Center: offers priority to students in special programs for services including peer tutoring, peer SI, writing assistance (some SSS$) -Prof counseling, advising to students in intensive develop. program -EOP: counseling, tutoring, early registration, SI, emergency loans, for students from underrep. groups -Engineering, business, science depts. offer tutoring, some SI, trips, for majors from underrep. groups -Minority faculty mentoring program	**Institution 1** -Six-week summer residential bridge program for higher risk EOP students. Take 5 units, receive support services. Est: $300K (27 faculty, 20 peer tutors, 8-10 residence hall assistants, etc.). -Tutoring Center: offers priority to students in special programs:peer tutoring, peer SI, writing assistance. Students in develop. classes must attend. -Prof counseling, advising to students in intensive develop. program -EOP: counseling (peer and prof), tutoring, early registration, SI, emergency loans, mentoring for students from underrep. groups -Engineering, business schools have minority student programs (peer tutoring, scholarships, trips, internships) -Structured freshman year program for students in lowest quartile--controls program, intensive advising, core faculty.
Less/nonselective 4-year institutions	
Institution 1 -No summer program -Developmental courses in math and English, multiple levels -Tutoring center, mostly peer **Institution 2** -No summer program -Developmental courses: math, reading, writing (part SSS$)	**Institution 1** -No summer program -Support program for readmitted students w/ counseling, study skill workshops -Developmental classes
Institution 1 -Site of 6 week residential summer program for minority students entering this school or other branches of statewide system--freshmen and transfers. Tutoring, counseling, study skills (SSS $ for study skills course) -Developmental courses	**Institution 1** -No summer program -Developmental courses with peer tutoring -Study skills workshops required for students in develop. classes -Informal mentoring for African-American students -Minority students in poor standing participate in contracts that structure program, limit work hours (program being assessed, may be dropped)
Institution 1 -HBC -Summer Transition Program: 5-week residential summer program for underprepared--develop. classes in math, reading, writing, library study, trips (state $) -Developmental courses in reading, writing, math -Skills Center: academic skills, CAI lab, peer tutoring	**Institution 1** -HBC -No summer program -Retention/mentoring program: academic, personal, career, counseling, peer mentoring for at-risk students (foundation $--3 year program) -Develop. classes (multiple levels) with counselor who advises, monitors progress; tutoring by community volunteers -All students below 2.0 GPA contacted repeatedly

Exhibit 8-4. Special support services for disadvantaged and minority students by providers other than SSS at SSS grantee and comparison institutions--continued

SSS grantee: non-SSS special services provided	Comparison institution: special services provided
Institution 1 -Six week prefreshman residential summer enrichment program for participants in state EOP program: courses and tutoring in math, writing, reading (SSS: nonresidential 3-week program, English and math skill development, orientation, events) -Developmental classes -Smaller freshman courses for students taking developmental classes -Tutoring and counseling for 4 years for participants in state-funded special admit program -Peer tutoring	**Institution 1** -Summer residential program (also for students entering senior year in high school), 4-wk residential, courses, addt'l help. Free, receive scholarships at completion. Cost est: $70K. -Center offers testing, develop. courses, study skills course required for special admits; also peer tutoring -Minority advisor meets with new students, tracks progress, links with peer mentors, refers for other services
Institution 1 -No summer program -Center offers develop. courses in math, English, study skills -Very limited tutoring (for preprofessional tests)	**Institution 1** -No summer program -Minority advisor provides counseling, deals with dorm problems, supervises minority clubs -Center offers basic skills tutoring, labs for remedial courses -"Early warning" academic advising -No develop. courses
Institution 1 -HBC -Multiple summer residential programs: Eight-week academic and survival skill program to address academic deficiencies. Eight-week academic program pre-engineering program (also 1-week program) Eight-week academic program prescience, especially biology. -Freshman year academic support program for students who participate in prefreshman summer intensive program -Institution offers math, engineering, English develop. courses.	**Institution 1** -HBC -Four-week residential summer program stresses math and science skills (foundation grant) (also 1-week program for all new students) -Develop. classes--English supplemented with reading and writing labs (inst. and Title III $) -Special tutoring program for upper division students on probation (foundation $)
Institution 1 -HBC -No summer program -Developmental courses in reading, writing, math -Skills Centers in math, reading, writing linked to courses	**Institution 1** -HBC -No summer program -Center offers intensive advising, testing, writing and math labs, peer tutoring, freshman seminar, develop. courses ($265K inc. Title III$)

Exhibit 8-4. Special support services for disadvantaged and minority students by providers other than SSS at SSS grantee and comparison institutions--continued

SSS grantee: non-SSS special services provided	Comparison institution: special services provided
Two-year institutions	
Institution 1 -No summer program -Study skills center combines testing, remedial classes, study skills classes, small-group peer tutoring by course, drop-in peer tutoring **Institution 2** -No summer program -Developmental courses -Program for students in developmental courses: counseling, advising, tracking, workshops (state funded) -Peer tutoring (for non-SSS)	**Institution 1** -No summer program -Develop. classes with labs, peer tutoring (est. 10% of school budget) -Mentoring for African-American women
Institution 1 -No summer program -Reentry program for women: counseling and assessment -Developmental courses **Institution 2** -No summer program -Multicultural center operates minority recruitment and retention program: advising, counseling, events, workshops, advocacy, etc -Single parent/displaced homemaker program: support groups, counseling, courses, events, transfer advising (Perkins $) -Many developmental classes offered	**Institution 1** -No summer program -EOP offers peer tutoring, short-term loans (state and Perkins $) -Develop. math and English, ESL, multiple levels -Title III grant to develop homework room and faculty handbook to help at-risk students -Program aids displaced homemakers and single parents with child care, registration, transportation, advising, counseling (Perkins $)
Institution 1 -No summer program -Developmental courses -State-funded program of academic counseling, financial assistance, smaller orientation course sections (like EOP) -Displaced homemaker program: counseling, academic and vocational support services (Perkins $) -ESL -Refugee Assistance Program: counseling, translation, tracking **Institution 2** -No summer program -Developmental courses -Intensive one-quarter program for lowest placement test scorers: team teaching of four subjects, learning skills, small classes -Learning Resource Center: peer tutoring one-on-one, small groups (Perkins $) -Displaced homemaker program: tuition, counseling (Perkins $)	**Institution 1** -Six-week nonresidential summer program for disadvantaged, African-American students includes classes, tutoring, counseling, events, some JTPA-sponsored jobs -Support program for welfare recipients includes day care and transportation -Native American advisor, tutoring, assistance (Perkins $) -Peer tutoring (Perkins $) used heavily by minorities -Develop. classes

Exhibit 8-4. Special support services for disadvantaged and minority students by providers other than SSS at SSS grantee and comparison institutions--continued

SSS grantee: non-SSS special services provided	Comparison institution: special services provided
Institution 1 -No summer program -Early alert: instructors identify at risk and refer to counseling center -Single parent/displaced homemaker program: support groups, counseling, financial assistance (Perkins $) -Developmental courses, supplemented with CAI lab **Institution 2** -No summer program -Developmental courses in English, reading, math, study skills (SSS provides labs); ESL course	**Institution 1** -No summer program -Developmental reading instructor as resource person for minority students, provides some counseling -Developmental classes (multiple levels) with math and reading labs
Institution 1 -Prefreshman Immersion: 6 week fc/fs summer program for new students (nonresidential). Develop. classes, small freshman classes with T.A.s, registration preference (foundation funded) -Developmental courses -State-funded program of academic counseling, financial assistance, smaller orientation course sections (like EOP) -ESL credit and noncredit courses -Math lab: faculty and grad student tutors, develop. and non develop. help -Writing center: small group sessions for students in develop. classes Learning Center: peer and prof tutoring, study skills (inst. and Perkins $) **Institution 2** -No summer program -Center for CAI, self-paced courses -Developmental courses	**Institution 1** -Nonresidential precollege summer skills program for low income, motivated students (supported through state EOP program) -State-funded EOP-like program includes block rostering for develop. classes, peer tutoring in labs, advising, workshops -Program for women on welfare includes counseling, advising, tutoring, workshops -Developmental classes -Informal mentoring program
-No summer program -Service package includes inst. and SSS$) and includes: math peer and prof. tutoring for develop. and regular courses, English/writing lab: peer and prof. assistance for develop. and freshman courses Reading lab: peer and prof. SI for remedial reading, tutoring for placement tests, CAI lab, additional tutoring, range of courses -Developmental classes	**Institution 1** -Six-week nonresidential summer program for students who fail writing assessment. Students receive $2,000 stipends (supported through state EOP program). -Developmental and orientation courses with labs (inst, state and federal support) -EOP-like programs of academic counseling, financial assistance, tutoring, smaller orientation course sections (state $) -JOBS program for women on welfare includes counseling, remediation, lab tutoring, stipends, job placement assistance (federal and state $) -Develop. courses, multiple levels

Key:
$ = funding
ESL = English as a second language
SI = supplemental instruction
CAI = computer-assisted instruction
develop. = developmental
EOP = educational equity/opportunity or other related program
LD = learning disabled
HBC = historically black college
fc/fs = first come, first served
prof = professional

As can be seen, both the institutions with SSS programs and the comparison institutions offer a considerable variety of special instructional and noninstructional services for students who may be characterized as disadvantaged. The most common offering is developmental classes, available in most institutions except a subset of the relatively selective institutions.[34] In more selective institutions, developmental education may be a single course in each subject area that must be completed prior to taking the comparable freshman course (usually English or math). At open admission 4- and 2-year institutions, however, developmental courses may be available at multiple levels. Courses may be accompanied by computer-assisted instruction (CAI) or other labs for additional practice, and in some schools they are also accompanied by a wide range of counseling, peer tutoring, or other services. These programs are organized much like SSS projects, except that the basis for participation is enrollment in developmental education.

Developmental courses are usually supported through institutional funds, although there are sometimes limitations on the use of the funds. As already noted, some of the more selective 4-year institutions are prohibited by state law from providing such offerings, while other states limit reimbursement for developmental offerings (even in institutions with open enrollment policies). At several of the more selective schools in the study, developmental classes require additional student payments, either to the regular institution or to a neighboring community college that supplies instruction.

Beyond developmental courses, the most common set of special offerings is more intensive academic advising (by professionals and peers) for minority students, often accompanied by peer tutoring, workshops, leadership training, or just a place to hang out. The programs are operated by offices of minority affairs or other, comparable auspices. At some of the institutions there are separate offices for each racial/ethnic group under a multicultural umbrella administration. These programs appear to be found primarily in more selective institutions. Programs are found at almost every selective institution in the study, but at only a few of the less selective 4-year institutions.[35] At most of the more selective schools with these programs, the minority affairs offices offer a fairly wide range of services, while at the less selective schools they are usually restricted to a single counselor for incoming minority students, or a small-scale mentoring program. Support service programs for minorities are also uncommon in the 2-year institutions in the study, where only two SSS grantees operate programs comparable to those found at the more selective schools.[36] Minority or multicultural affairs centers, or other comparable providers, appear to be supported almost entirely with institutional funds.

In universities, support programs for minority students are also organized by school or college. The most common programs are found in fields such as engineering and business, although some programs span larger subject areas (such as science or premed). These programs often include counseling and peer tutoring; they may also be accompanied by summer jobs, internships, or research opportunities that help students support their studies and gain related work experience. Subject area support service programs are almost always organized by race/ethnicity rather than by academic or economic disadvantage, per se. Sometimes they are a form of special admit program in which underrepresented students can gain access to majors or departments with more restricted admissions requirements than the schools in which they are enrolled. These programs appear to be supported with institutional funds primarily, although some receive support from private sources (including professional groups in the fields for which students are preparing).

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[34] One comparison school in the less selective category is also in the subset that does not offer developmental classes.

[35] Of course, the less selective category has somewhat smaller schools and includes all the historically black colleges, which would be less likely to have such programs.

[36] A few more schools (grantee and comparison) offer informal mentoring programs.

About a third of the institutions in the study offer summer programs prior to freshman year intended to assist disadvantaged students in adjusting to college. While most of the programs are aimed at students with low academic performance relative to the institution they intend to enter, some also seek to attract members of minority groups. *Summer prefreshman programs are found most commonly at the more selective institutions as well as the historically black colleges, but there are programs scattered through all types of institutions.* They are least common, however, in community colleges (where none of the programs are residential--in contrast to the programs in 4-year schools). Summer programs appear to be funded most commonly through state categorical grants (e.g., EOPs) although they also obtain funds from institutional, federal, and private sources.[37] As noted in the previous chapter, *SSS is not often a major source of funding for these programs, although it may pay a portion of the costs in some sites.*

About half of the 2-year schools in the study have programs aimed at single parents and/or displaced homemakers. All of these programs offer academic advising and some personal counseling. Some also offer support services such as limited day care and transportation. A few of the schools have more ambitious programs for welfare recipients that include short-term training and job placement assistance. These programs appear to be funded through the Perkins Act as well as through institutional and other sources of support. Programs for welfare recipients are also supported through Job Training Partnership Act (JTPA) and state work-training funds.

Finally, *some institutions offer priority use of learning centers (with some mix of tutoring, writing assistance, supplemental instruction, CAI, workshops, etc.) to students with academic deficiencies.* These students may be allowed to sign up first, or they may be offered more hours of tutoring per course or per week. In a few cases, schools have established learning centers exclusively for the use of students in developmental instruction. These programs are usually supported through institutional funds, although some appear to be supported through the Perkins Act at 2-year schools and by Title III grants at institutions with concentrations of minority students.[38]

Example

> This comparison university has an active recruitment effort for minorities, women, students with disabilities, students with special talents, and athletes. Fifteen percent of new freshmen are special admits drawn from these groups. A summer residential prefreshman program attracts about 80-100 special admits who take some preparatory work and regular classes. During the freshman year, special admit students must take a study skills course with a lab and are expected to meet with their advisors four or five times per semester. There are also peer advisors who meet periodically with these students in the residence halls. The program is operated jointly by the learning center and the division of minority affairs. A study of the program shows that it has had excellent effects on retention.
>
> In addition, the minority affairs division (with subcenters organized by race/ethnicity) offers peer orientation sessions, academic advising, mentoring programs, and peer advising in dormitories. The institution does not have a developmental program, per se, but offers a limited number of classes usually taken for no credit, some with additional labs. There is also a center for intensive ESL instruction.

In addition to special services, schools provide general services that are likely to be used by disadvantaged students. The availability of such services as academic advising, personal counseling, career counseling, and job assistance at SSS grantee institutions is described in the previous chapter. In this chapter the reader can find exhibits that show the availability of these services at the comparison sites. As noted earlier, in schools with largely disadvantaged populations, all of these services may be considered special services for disadvantaged students.

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[37] Job Training Partnership Act (JTPA) is the source at one school, and Title III funds may provide the main funding at another.

[38] Presumably, the students using the labs are all pursuing occupational programs in the schools with Perkins funds.

Services for Students with Disabilities

Among 4-year schools, institutional size appears to be a major factor in whether certain special services for students with disabilities are available. As described in Exhibit 8-5, almost all of the larger (and more selective) 4-year schools offer an organized set of services, through a center or under other auspices. These offices offer counseling, as well as hardware and persons who provide various kinds of help (readers, interpreters, etc.). They also advocate for their clientele to ensure that parking and transportation are available and to try to make as much of the campus accessible as possible. At least two of largest schools in the study (both comparison sites) have nationally prominent training centers for students with disabilities.

Services for students with disabilities drop off sharply, however, in the smaller and less selective 4-year institutions. Here we find schools that have no services or simply have a single counselor who is assigned to help students with disabilities as one of his or her responsibilities. That person may simply coordinate with a nearby vocational rehabilitation office, stipulating that the student is enrolled and therefore eligible to receive services and support through vocational rehabilitation. We also find relatively little interest in serving students with disabilities, or explicit concern that students with disabilities could not negotiate the campus and would strain resources.

At the 2-year institutions there are two distinct approaches--the single counselor approach (like the smaller 4-year schools) or an organized set of support services (similar to those in the more selective 4-year schools). The latter is the case primarily in schools that have access to outside sources of support, most notably through the Perkins Act, and sometimes through SSS as well. A few of the larger 2-year institutions with outside funding have centers comparable to some of the offerings at the larger 4-year schools.

Comparing SSS Grantees and Nongrantees on Extent of Services

Unlike the findings with respect to recruitment/admission and financial aid policies, *SSS grantees and comparison sites appear to differ with respect to the availability of support services for disadvantaged students. The same is true for services to students with disabilities if the largest institutions are omitted.* In general, the SSS grantees in the study tend to offer both more types of special services for disadvantaged students and students with disabilities, as well as more types of generally available support services likely to be used by these students. The differences are not dramatic, but they are clearly apparent. And these are differences are noticeable before adding in the SSS projects at the grantee institutions.

It is impossible to say what role the availability of SSS has played in the wider availability of services at the grantee institutions. We do know of a few schools where SSS has acted as a model, spurring the school to broaden services overall. But, as we have seen, there are also many schools in which SSS plays little policy role and its existence has had little effect on the provision of services outside the program. The greater availability of different kinds of services at grantee institutions may reflect a deeper institutional commitment to disadvantaged students or students with disabilities, at a level the recruitment and admissions policies may not capture. It may also be the result of more aggressive efforts by these schools to attract federal and state grant funds, as some of these services are supported through categorical sources including statewide EOPs, state funds for students with disabilities, Title III (HEA) and the Perkins Act (vocational education).

Exhibit 8-5. Recruitment and admission policies and institutional services for students with disabilities at SSS and comparison institutions

SSS grantees (includes special services provided by SSS)	Comparison institutions
Relatively selective 4-year institutions	
Institution 1 -No known policies, not in mission statement -est. 6% of student body -Disabled Student Services Office: 5 years old, inundated, 2 profs serve 250. Voc rehab provides interpreters (coord. thru counseling center) but inst. provides staff, testing, notetakers, advising, counseling, equip. for hearing impaired -no special SSS services **Institution 2** -no known policies, not in mission statement -interviewees see need for more sensitivity to LD and hearing impaired, -self id 456 disabled, incl. 112 LD -Office of Programs for Handicapped Students (half inst. $, half SSS $) provides transportation, 1-on-1 counseling, housing assist. interpreters, notetakers, readers, 1-on-1 tutoring, testing, and access to all support services (in overall SSS/inst. support services program). Eight profs, 35 interpreters/notetakers, 2 grad assistants. Program serves 450 students with disabilities	**Institution1** -No known policies, not in mission statement -230 self-ID disabled, inc. 89 LD -not all buildings accessible, but accommodations made -2 FT profs. and peer assistants provide test accommodation, tape recorded texts, equipment, notetaking, scribes, sign lang interpreting, peer tutors, transportation. Comb. of institutional and voc rehab $
Institution 1 -No known policies, not in mission statement -Accessibility for mobility impaired difficult in winter, deaf or blind isolated -Est. 5% disabled in 2-year program -Est. 1,600 college wide (1000 LD) -Office for Students with Disabilities-serves approx. 600: 7 profs, 5 interns, 4 career counselors, 5 w/s, also interpreters, notetakers, readers (some volunteers). Want to expand LD services. -SSS supplies tutoring, audio taping, readers, test transcription (subprogram for 30-40)	**Institution 1** -No known policies, no current mission statement -Campus generally accessible, climate considered good -Center w/ wide array of services, counselors who coordinate assistance, provide advocacy, program is considered national leader -Serves 950 students a year, including about 200 with multiple disabilities

NOTE: Like grantees and their comparison institutions are displayed in boxes alongside each other.

Exhibit 8-5. Recruitment and admission policies and institutional services for students with disabilities at SSS and comparison institutions--continued

SSS grantees (includes special services provided by SSS)	Comparison institutions
Institution 1 -No known policies, not in mission statement -Est 7% disabled, most LD -Office of Special Student Programs offers counseling, instructional aids, intervenes with faculty-refers to SSS-funded tutoring center (also director reports to person responsible for administration of SSS) -SSS provides advising, tutoring, evaluation for LD students by FT LD specialist (position created because LD were swamping the SSS/EOP tutoring center)--a subprogram, est. 100 disabled receive some service, most LD, numbers increasing in past 5 years **Institution 2** -Special consideration for disabled in admission, LD special admits -Improved climate resulting from activism in disabled office -Self-ID 28 physically disabled, 173 LD, -Office of Specialized Student Services-4 profs and interpreting, notetaking, troubleshooting, counseling, testing, advocacy. All self-ID (203) served. Refer to SSS as well for tutoring, etc. -No special SSS services	**Institution 1** -No known policies, not in mission statement -Est. 200 disabled, 50% of whom have a severe physical disability -A "no mollycoddling" attitude (e.g., no preferential treatment in lecture halls) -One administrator links physically disabled with services from voc rehab -One counselor serves LD students, sees 30 a semester -Some multiple visits, interviews with parents.
Institution 1 -No known policies, not in mission statement -Est. 2% disabled -Resources for Disabled: provides counseling, testing, career info., some additional services, refer to SSS for tutoring -No special SSS services	**Institution 1** -Disabled a special admit category -Dorms retrofitted for disabled but hilly campus w/ snow makes mobility difficult -Climate fair and improving -Center serves 289, most LD, with readers, taped lectures, texts, transportation, signers, advising. All institutional $

Exhibit 8-5. Recruitment and admission policies and institutional services for students with disabilities at SSS and comparison institutions--continued

SSS grantees (includes special services provided by SSS)	Comparison institutions
Institution 1 -No known policies, not in mission statement -Est. 500 at school -Handicapped Student Assistance Center: readers, tutors, notetakers, signers, equipment; advocates on 504 compliance: 125 served -No special SSS services **Institution 2** -No known policies, not in mission statement -Interviewees considered school sensitive to mobility impaired but not prepared to serve LD -Concern about accessibility for mobility impaired, but less for sensory impaired -60 self-ID disabled (est. for school is 3%) -Disabled Student Services Office- 20% of an FTE coordinator deals with physical needs such as parking, campus accessibility. Career center provides testing. -SSS services include notetaking, taping, exam transcription, typing, mobility assistance, in addition to regular services, 7% of participants (program seeking to expand LD services)	**Institution 1** -Seek disabled, but concern that school is attracting more severely disabled than can be served -About 1% self-ID disabled -Services coordinated by office of minority affairs: notetakers, test accommodation, recorders est. 25 physically disabled and 20 LD served -Peer tutoring for LD by special education dept. (32 served)
Institution 1 -No known policies although state has supplementary aid program -Campus physically accessible -Self-ID 800 disabled, incl. 275 LD -Est. 3% disabled -Disabled Student Services- testing, assessment and placement in services (215 participants), course offerings and workouts (75 partic.), develop. courses with counseling, assist. in exam preparation; notetakers, readers, interpreters--22,000 hours of mandated services per year (80/20 fed/state $). Refer 80-100 to SSS for tutoring, math proficiency exam preparation -SSS services: 1-on-1 tutoring for math proficiency exam, also pays part of costs of tutoring center in which disabled entitled to regular appointments with same tutors (not afforded others) -SSS est. 8% LD, 3% physically disabled	**Institution 1** -No specific policies but site of one of four national centers for deaf education -Large numbers of disabled students visible on campus -Campus physically accessible, students widely accepted. -Center serves over 1,000 students--including 750 physically disabled--wide array of services -Center for deaf in school of education serves about 225, wide array of services, budget of $1.7 mil. including $1mil federal, rest state. -FT counselor for disabled in career center, and 2 counselors can sign

Exhibit 8-5. Recruitment and admission policies and institutional services for students with disabilities at SSS and comparison institutions--continued

SSS grantees (includes special services provided by SSS)	Comparison institutions
Less/nonselective 4-year institution	
Institution 1 -School working on becoming accessible, has a dyslexia center -Est. 5% disabled, no special services -SSS provides no special services, but coordinates with voc rehab and program seen as main voice for physically disabled on campus -SSS est. 6% disabled, all physically **Institution 2** -No known policies, not in mission statement -Est. 10% disabled -No special institutional or SSS services	**Institution 1** -No known policies, not in mission statement -45 self-ID disabled -Climate ok, but some staff don't think privileges warranted -One counselor coordinates services--tests, advising, referrals, links to voc rehab, parking, registration priority. About 25 participants.
Institution 1 -Mission statement mentions physically disabled as part of desired diversity -Little active recruitment, however -School has physical accessibility problems so few disabled, #s unknown -No special services by institution or SSS	**Institution 1** -No known policies, no formal mission statement -Few disabled -Physical access difficult -Part of time of one counselor for LD testing, other assistance.
Institution 1 -HBC -No explicit targeting of disabled -Residence halls not accessible -A few disabled rejected because services cannot be provided -19 self-ID disabled -Designated staff for disabled within counseling center provide counseling, some tutoring, 2 FT assistants for blind students -SSS has no special services	**Institution 1** -HBC -No known policies, not in mission statement -Center provides peer tutoring program for students with disabilities, links with voc rehab, coordination of services. Not many disabled at school.
Institution 1 -No known policies, not in mission statement -#s unknown -No special services by institution or SSS	**Institution 1** -No known policies, not in mission statement -Few disabled, some buildings not accessible -Readers, notetakers, library assistants as needed -48 served in Fall 91, of whom 37 LD
Institution 1 -No known policies, not in mission statement -Concern that services may be inadequate among interviewees -Est. 5% (most physically disabled) -No special services by inst. or SSS	**Institution 1** -No known policies, not in mission statement -Few disabled -No special services

Exhibit 8-5. Recruitment and admission policies and institutional services for students with disabilities at SSS and comparison institutions--continued

SSS grantees (includes special services provided by SSS)	Comparison institutions
Institution 1 -HBC -No known policies, not in mission statement -#s unknown -No special services by inst. or SSS	**Institution 1** -HBC -No known policies, not in mission statement -Small but growing number of disabled -No interest in active recruiting because of likely strain on facilities -No special services
Institution 1 -HBC -No known policies, not in mission statement -Est. 15% LD, no physically disabled -No special services by inst. or SSS	**Institution 1** -HBC -No known policies, not in mission statement -Few disabled -No special services
Two-year institutions	
Institution 1 -No known policies, not in mission statement -300 self-ID, including LD (est. 20% for school) -Counseling center has 2 profs responsible for disabled (schedule interpreters, readers, tutors, and coordinate with voc rehab) -No special SSS services **Institution 2** -Commitment to handicapped in mission statement, but some concern about sensitivity to needs -253 self-ID disabled -Est. 2% of student body -Handicapped Student Program (some SSS $, primarily Perkins Act $) offers intake, support plan, test taking, taping, interpreting, transportation, peer tutoring -Approx. 50-60 of 250 supported thru SSS, most thru Perkins	**Institution 1** -No specific policies, not in mission statement, but many enroll. -Concern that resources insufficient to serve increasing numbers of students with severe handicaps -407 self-ID disabled, incl. 173 LD -Campus accessible -Climate supportive -Dept. of Handicapped Student Services includes 7 profs (incl. 3 FT sign language interpreters), 6 PT profs, aides, braille spec, tutors. $500K budget, 407 served per year. Wide array of services.

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Exhibit 8-5. Recruitment and admission policies and institutional services for students with disabilities at SSS and comparison institutions--continued

SSS grantees (includes special services provided by SSS)	Comparison institutions
Institution 1 -No known policies, not in mission statement -8% indicate a disability on survey; a significant increase in disabled in surveys of past few years -Disabled Student Services: 1 prof serves 130, most LD. Provides notetakers, limited interpreting. Coordinates with voc rehab, refers to SSS for tutoring. Numbers growing. -No special SSS services: most disabled get tutoring (but not other SSS services) **Institution 2** -No known policies, not in mission statement -Interviewees consider climate positive -Est. 5% physically disabled, LD #s unknown -Disabled Student Services: 1 prof and office assist. provide registration assist., limited tutoring, advising, notetaking, readers, test proctors, parking (also contributes $ to college/SSS tutoring service for 16-20 partic.). No LD assessments or services--would like to provide. -No special SSS services	**Institution 1** -Recruit auditing students from nearby residential facility for cerebral palsy -No general policies, not in mission statement -365 self-ID disabled, mostly LD -Not all buildings accessible -grant from state to provide counseling and other assistance for students with cerebral palsy. Serves 19. 3 profs., $88K -One counselor and PT assistant for other disabled, some notetaking and reading services, but no equipment.
Institution 1 -No known policies, not in mission statement -Est. 10% LD, 10% physically disabled -1 prof in counseling dept. responsible for students with disabilities: coordinates interpreters, readers, tutoring, etc, serves approx. 125, refers to center that includes SSS. -Dept. of Special Ed offers remedial courses. -SSS subprogram: FT learning specialist for disabled, most of whom are LD. Provides intensive advising, counseling, tutoring, serves 35-40 a year **Institution 2** -No known policies, not in mission statement -Climate improving as is physical access (both were poor till '80s) -#s unknown -1 prof in counseling center responsible for accessibility. LD assessment, services comparable to SSS (center was linked to SSS in past--located in same office) -No special SSS services	**Institution 1** -No known policies, not in mission statement -Est. 4% disabled, primarily physically -positive climate -One counselor and assistant coordinate services as needed, faculty awareness workshops. Serve about 250 a year. Receive about $25K under Perkins (cut from previous amount)

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Exhibit 8-5. Recruitment and admission policies and institutional services for students with disabilities at SSS and comparison institutions--continued

SSS grantees (includes special services provided by SSS)	Comparison institutions
Institution 1 -Inst. has no policy on disabled -Most building accessible--but hills on campus and not a very positive atmosphere -Est. 5% disabled -SSS provides interpreter, visual aids, limited services but main advocate on campus, est. 3% disabled **Institution 2** -No known policies, not in mission statement -Few, if any, disabled on campus -#s unknown -No special inst. or SSS services	**Institution 1** -No known policies, not in mission statement -31 have voc rehab grants -Campus physically accessible -Dean of students meets w/ each student, arranges for services as needed (large reader, taping, reading machine) -Club for disabled raises $ to pay for transportation for blind student
Institution 1 -Special disabled recruitment project (support services a selling point) -244 self-ID disabled -One counselor in center assigned to self-ID disabled--assists in documentation, accommodating needs, workshops, liaison with voc rehab -SSS: PT LD counselor (same as in inst. counselor) conducts weekend workshops for LD students, SSS est. 6% disabled **Institution 2** -No known policies, not in mission statement -Est 15% LD, 1% physically disabled -Counselors do liaison with voc rehab	**Institution 1** -No known policies, not in mission statement -Considered generally positive climate -One counselor coordinates serves (interpreters, readers, tutors for LD, modified testing). Serves 250 a year. Institutional support plus $70K Perkins grant.
Institution 1 -No known policies, not in mission statement, interviewees stressed limited presence of physically disabled -Est. 1% physically disabled, LD #s unknown -1 prof spends part time on liaison with voc rehab (for eligibility and reimbursement), providing notetakers, assist. w/ registration and book costs. No signers or readers available (part SSS $), 50 physically disabled participate.	**Institution 1** -No known policies, not in mission statement -One counselor coordinates special services (interpreters, readers, LD testing, test accommodation). Served 130 last year, load growing. Recently lost $120K Perkins budget.

Key:
$ = funding
prof = professional
LD = learning disabled
HBC = historically black college
FT = full time; PT = part time
FTE = full time equivalent
w/s = work-study
develop. = developmental

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Services Integration

There is another dimension to special service provision, however, where the differences between SSS grantees and other institutions are less apparent. That dimension is services integration. Logically, it seems desirable that support services be organized in a manner that promotes effective use by disadvantaged students who need them. *We visited only a few schools where all support services for disadvantaged students were operated by a single campus agency, as in the following example.*

Example

> This historically black college (a comparison site) has an open enrollment policy. All support services for freshmen are organized under a center that offers testing, academic advising, counseling, a limited amount of tutoring, writing and math labs (CAI primarily), a freshman seminar (required for all students taking developmental classes), career counseling, and a part-time job search. The center is designed primarily for freshmen taking developmental classes (most freshmen), although sophomores can take advantage of the counseling and advising services. The center was organized 3 years ago by a developmental instructor. The main source of funds is Title III, with the rest of the costs supported through institutional funds. The director is seeking private funding as well.

Most commonly, the institutions with all services emanating from one agency are the smaller ones, where disadvantaged students constitute a large share of the student body. Under these circumstances, general services integration is almost a byproduct of designing integrated special services for disadvantaged students.[39] Unfortunately, most schools do not organize all support services for the benefit of those most at risk.

More typical institutional models of service integration are the centers approach and the school/departmental approach. In the centers approach, all support services are grouped within a set of centers--an advising center, a learning center, a counseling center, a career center, etc. Some of these centers may have a greater likelihood of serving disadvantaged students, while others do not. For example, the advising center may serve students on probation more intensively than other students, or the learning center may emphasize supplemental instruction for developmental courses. On the other hand, the career center may be less likely to serve disadvantaged students since such students are less likely to survive to senior year and search for professional jobs.

The school/departmental approach is considerably less common than the centers approach, and is sometimes an adjunct to it. This approach is almost always limited to large institutions, where it can be used to make a large, impersonal organization more accessible to students. *In the school/departmental approach, services are organized by field.* In particular, academic advising is based in departments, as are labs and tutoring. Sometimes departments or schools have special service projects--to encourage underrepresented groups (minorities and/or women) to enroll in and complete a program in that field. In institutions where services are organized through the schools or departments, all students are encouraged to make decisions about majors quite early in their education, so that they can be assigned to a school or department in keeping with their interests.

From this study, it is unclear which of these approaches is more likely to address the interests of students who are disadvantaged from the institution's perspective. Under the centers approach, there are usually more persons charged with serving the needs of disadvantaged students on a relatively full-time basis (in learning centers or in stand-alone projects). But in some institutions, officials argue that bringing disadvantaged students into subunits (such as departments) immediately upon arrival makes it easier for the students to identify with the institution and establish educational and professional goals.

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[39] Once the search for services integration is extended beyond services for disadvantaged students (to integration of all support services), services integration is even more difficult to find among the sites visited.

Further, there is an issue of how separate projects charged with addressing the needs of disadvantaged students (such as SSS) fare in each type of environment. In some ways, it is hardest for such projects to be accommodated in single-agency environments, where such projects usually become an additional source of funding rather than retaining the identity of a separate program.[40] It appears somewhat easier for projects designed exclusively for disadvantaged students to operate under the centers approach. The project may provide some of the same services (such as advising or tutoring) in a more intensive manner, or it may become one of the centers (most commonly, the tutoring center) but the precedent for support services based on student need without respect to educational field is already established. In the school/departmental approach to support services, however, there is sometimes no clear place for special services projects that cut across fields, and such projects find that it is difficult to relate to the myriad separate departments.

Policies Aimed at Keeping Students in Good Standing

Although academic failure is only one reason students leave school, we presumed that schools with a commitment to serving disadvantaged students would adopt policies aimed at remediating failure and retaining students in school. As a result, we examined the policies institutions adopt to help students maintain good standing and to bring students up to adequate performance when they slip below. To do this, we examined the formal and, when possible, the informal ways institutions handle probation, dismissal, and reinstatement. We also looked for early-warning policies that might tell students to be mindful that they are in danger of falling below acceptable standards and that help them to address their deficiencies. At each institution, field staff described formal policies and sought to understand informal procedures as well.

Overall, probation and dismissal policies seem to be aimed at retaining students in school rather than weeding out the deficient. As indicated in Exhibit 8-6, a few of the most selective institutions have relatively strict probation and dismissal policies, but *the vast majority of schools (including most of the relatively selective ones) offer students repeated opportunities to improve failing grade point averages.* Most institutions allow students to remain with GPAs below 2.0 for a year and sometimes longer, and some consider GPAs of 1.5 or 1.7 to be good standing until students have accumulated substantial numbers of credits. Even when students are suspended or dismissed, there are usually avenues for forestalling departure or facilitating reinstatement. In most of the institutions, appeals committees are described as lenient.

Although not indicated in Exhibit 8-6, *many schools try to build support services into the probation system.* Students receive mid-term warnings when they are in danger of failing one or more courses, and are told to see their advisor. They may also be informed about tutoring or other assistance that is available. Almost all schools accompany a letter of probation with information on support services, and some make use of support services and/or taking a limited number of credits a condition of probation. In SSS grantees, participation in the SSS project may be a condition placed on the student (if eligible). SSS project staff often told us that they acted as advocates for students at suspension, dismissal, or reinstatement hearings. We did not inquire about advocacy of this type in the comparison sites.

Example

> This branch of a state university and SSS grantee maintains a typical policy for good standing. Students must complete about three-quarters of the credits they take each semester to maintain good standing. In addition they must maintain a 2.0. Students who fall below these thresholds are placed on academic probation for one semester. Once on

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[40] They may remain as separate programs, but in such cases they often become stepchildren of the institution, with no clear place on campus.

Exhibit 8-6. Academic standing, probation, and dismissal policies at SSS grantees and comparison institutions

SSS grantee (When school provides more lenient conditions for SSS participants, those policies are described)	Comparison institution
Relatively selective 4-Year institutions	
Institution 1 Must maintain 2.0 or placed on probation. On probation, must raise cumulative GPA to 2.0 in one semester or dismissed for a semester. Must obtain special permission for reinstatement. Only one reinstatement allowed. **Institution 2** Must maintain 2.0 or placed on probation. Can maintain probationary status for 1 year. If fail to make 2.0, dropped for at least 1 year. (Policy has been toughened, used to be no action taken before 45 units completed).	**Institution 1** Must maintain 2.0 at all times (and 2.0 in major). May be suspended or warned (probation) if fall below. If probation, may have restricted schedule. If fail to make 2.0, may be permanently suspended (can request a hearing to forestall this).
Institution 1 For special admits (including SSS participants), courses are offered pass/fail as well as for grades in order to encourage students to take difficult courses. If fall below 2.0, must return to 2.0 in 2 semesters or suspended for 1 year. Can be appealed. If readmitted, must sign contract for intensive advising and structured course schedule.	**Institution 1** Must maintain 2.0. Receive warning for 1-14 deficiency points and probation for 15+ deficiency points. Dismissal if progress in making up def. points is considered unsatisfactory.
Institution 1 Can only drop courses in first 2 weeks. Placed on academic probation if fail half of course hours any semester. Hearning sets conditions for return to good standing. Those who don't meet conditions are dismissed (SSS often advocates on dismissal and reinstatement).	**Institution 1** In past, probation for 1.5 GPA freshman year or 1.6 at any other time. Now, 2.0 must be maintained at all times or students subject to dismissal (school argues this is "kinder" policy in that it weeds out students who can't succeed earlier).
Institution 1 If fall below 2.0, student given 2 semesters to return to 2.0 or dismissed. There is some pass/fail flexibility in coursetaking. Dismissed students can reapply (SSS can sometimes get the 2 semesters extended to 4, and may advocate for readmittance).	**Institution 1** Must maintain 2.0. If fall below 2.0 for classes taken for 2 semesters, student must apply for reinstatement. Those with cumulative GPA below 2.0 for 2 semesters are usually not reinstated.

NOTE: Like grantees and their comparison institutions are displayed in boxes alongside each other.

Exhibit 8-6. Academic standing, probation, and dismissal policies at SSS grantees and comparison institutions--continued

SSS grantee (When school provides more lenient conditions for SSS participants, those policies are described)	Comparison institution
Institution 1 On probation below 2.0, but suspension dependent upon cumulative GPA in relation to number of credits accumulated. A student with 36 credits would need a 1.7 cumulative GPA to avoid suspension and a student with 96 credits would need a 1.98. **Institution 2** GPA below 2.0 for semester or cumulative results in probation and .99 or lower results in suspension. Students on probation who achieve 1.5 to 1.99 stay on probation, those who achieve lower are suspended. Those on continued probation who achieve less than 2.0 are suspended. Suspension is one semester the first time and two semesters the second time. Suspensions may be appealed. No SSS participant placed on probation or suspensions without approval of SSS director.	**Institution 1** Placed on warning if 5-16 cumulative deficiency points below 2.0. If 20 or more deficiency points, dismissed. If dismissed, cannot reenroll for one semester. Must petition for reinstatement, which is not automatic.
Institution 1 If less than 2.0 for lower division courses after 2 semesters, must leave and reapply after attending community college. Participation in several special programs (including SSS) can forestall leaving and help with reinstatement. Students with cumulative GPAs below 2.0 can be dropped from certain high demand majors.	**Institution 1** If less than 2.0, placed on probation. If fail to obtain 2.0 in 2 semesters, can be suspended. If lower division student, can continue to receive less than 2.0 for more than 2 semesters unless a lower floor is reached. Must pass a writing proficiency exam to graduate.
Less/nonselective 4-year institutions	
Institution 1 Must maintain good attendance or can be dropped from institution. No first time freshman can be suspended in first two semesters. If suspended, student must remain out one semester; if suspended again, must remain out a year. If dismissed, can reapply in 3 years. New state rules will supercede institutional rules soon. School has liberal drop policy (can drop after midterms) so students can avoid losing financial aid. **Institution 2** GPA of 1.65 required after 30 units or 1 year dismissal. One course may be taken pass/fail every semester. Dismissals can be appealed and are often reversed by an academic standing committee.	**Institution 1** Sliding GPA scale for probation (e.g., students with 18 hours placed on probation if at or below 1.6). In any term below 2.0 GPA, student can be suspended, and two suspensions can result in dismissals. Dismissals can be appealed to a readmission committee. Many students (over 20%) are said to be on probation or warning but continuing at the institution.

Exhibit 8-6. Academic standing, probation, and dismissal policies at SSS grantees and comparison institutions--continued

SSS grantee (When school provides more lenient conditions for SSS participants, those policies are described)	Comparison institution
Institution 1 Any student below 2.0 can be warned, placed on probation or suspended, depending on how far below. Students may appeal suspensions. The appeals committee is said to be very generous in dealing with readmissions.	**Institution 1** Students with 24 credits must maintain a 1.5 and those with 48 must achieve a 2.0 for good standing. Students can repeat course and grade is changed for purposes of standing (but not credits). Probation is failure to earn 12 credits at 2.0 at any time. Complex suspension rules vary by total credits earned and full- or part-time status. Students failing develop. writing course twice are suspended.
Institution 1 Must achieve 1.5 freshman year and 2.0 by end of soph. year or probation. Students who participate in SSS cannot receive a grade of "F"	**Institution 1** Probation and suspension determined by number of hours attempted. For example, at 20-32 hours, probation is 1.5 and suspension is 1.3. Students on probation must reenroll in courses for which they received "D" or "F."
Institution 1 Freshmen suspended if fall below 1.8; all others, 2.0. Can be suspended only once, for two terms. Sometimes students granted probation instead of suspension. No suspensions are given in senior year.	**Institution 1** Probation based on course units attempted. Students on probation assigned to academic support program and have one semester to return to good standing before dismissals. Dismissals can be appealed.
Institution 1 Most programs required 2.0 for good standing, but the education degree program requires a 2.5. Students falling below these levels are suspended for one semester. They are referred to the learning skills center and to SSS upon their return.	**Institution 1** Students falling below 2.0 receive a "letter of concern" and are placed on probation. If they do not return to 2.0 after two semesters on probation they are suspended. Students must get an endorsement of their writing proficiency in their majors in order to graduate.
Institution 1 Students placed on probation based on number of credits accumulated. Must achieve a 2.0 by 60 credits. Students who are suspended stay out for 1 semester, and 2 suspensions lead to dismissal. An English proficiency exam must be passed before graduation.	**Institution 1** Any student falling below 2.0 is placed on probation and limited to 15 semester hours until returning to 2.0. Can also be placed on "strict" probation and limited to 12 semester hours. Failure in 66% of semester's work can result in dismissal (which means the student is not eligible to reapply for one semester). Excessive absenteeism is also grounds for dismissal. Overall, the policy is described by officials as "strict but compassionate."

Exhibit 8-6. Academic standing, probation, and dismissal policies at SSS grantees and comparison institutions--continued

SSS grantee (When school provides more lenient conditions for SSS participants, those policies are described)	Comparison institution
Institution 1 Students below 2.0 are counseled and may be required to take a reduced course load. Cumul. GPA at or below 1.0 for 2 semesters usually results in suspension (after review by academic standing committee). Officials say academic suspensions are rare because academic progress is closely monitored by faculty advisors.	**Institution 1** Students who fall below 2.0 in any semester are limited to 13 credit hours. Suspensions occur if freshmen fall below 1.5, sophomores 1.6, juniors 1.8. Suspension is for one semester (or the student agrees to go to summer school--if suspended after spring semester).
Two-year institutions	
Institution 1 Students below 2.0 get probation or suspension depending on number of deficiency points. Students who are suspended stay out for 1 semester. May be reinstated if they show evidence that they are capable of performing at the level required. Overall, about 12% of those completing a semester and returning for the next one had GPAs below 2.0. **Institution 2** Students cannot fail out of the institution. Students may lose financial aid if they fail half their courses, however.	**Institution 1** Students falling below 2.0 receive a warning. Number of deficiency points determines probation or dismissal. Can petition for readmittance fairly easily--it's a flexible policy--and readmittance is almost always granted. Some interviewees feel rules are too liberal.
Institution 1 For good standing a student must complete 50% of courses each semester with "D" or better and must maintain a cumulative and last semester 2.0. Complex rules, but essentially placed on probation if fall below these levels, and suspended if continue to be below these levels after an additional semester. Suspension is for one semester. If reinstated and continue to earn less than 2.0, are dismissed. **Institution 2** Policy says students falling below 2.0 for 2 quarters are placed on probation. If remain below 2.0 after 3 quarters, will be dismissed. In practice, students get warning after 2 quarters and probation after 3. Students on probation are referred to support services. If dismissed, a student can appeal for reinstatement. In general, the school tries to intervene before a student is dismissed. The school has a liberal grading policy that allows late course withdrawals and considerable use of pass/fail.	**Institution 1** Need 1.75 for good standing if not on financial aid, those lower placed on probation. If below 1.75 after 36 credits, suspended. May apply for reinstatement, and may be reinstated with special conditions. After remaining out for 18 months, a student can reapply without consideration of previous performance ("fresh start" program in which previous credits don't count).

Exhibit 8-6. Academic standing, probation, and dismissal policies at SSS grantees and comparison institutions--continued

SSS grantee (When school provides more lenient conditions for SSS participants, those policies are described)	Comparison institution
Institution 1 Students falling below 1.67 to 2.0 (depending on cumulative credits) are placed on probation for one semester. If don't meet needed GPA, are dropped. Also, a student who does not complete an associate's degree after 4 years of full time attendance can be dropped. Readmission is possible after 1 year, although students can be permanently suspended. **Institution 2** Sliding scale for good standing starting with 1.5 for freshmen (goes up with credits accumulated). Students falling below needed level can be suspended for one quarter.	**Institution 1** Failure to pass developmental courses after two tries results in dismissal (50 percent pass on first try). If students stay out for 5 years they can be readmitted without regard to earlier performance (although 50 percent of credits can be counted toward transfer, not GPA).
Institution 1 Students below 1.5 placed on probation until reach that level. If fail to attain 1.5 after 24 more unit, suspended. Students may appeal suspension. If fail to achieve a 2.0 after the suspension, dismissed. **Institution 2** Students below 2.0 any semester placed on probation. If fail to attain 2.0 are suspended for one semester at point appropriate to the number of credits they have earned (e.g. 1.55 for 19-30 credits, 2.0 for 61 credits or more). Suspended students must appeal for reinstatement.	**Institution 1** Students who fall below appropriate GPA for credits earned (1.5 for 6-20, 1.75 for 21-40, 4.0 for 41+) are placed on probation and must see a prof counselor. If they do not attain a 2.0 the next semester, they are suspended. Students can appeal the suspension, however, and it is usually approved. A very small number of students are suspended each semester.
Institution 1 Students placed on probation if fall below appropriate GPA for credits attempted (less than 12: 1.5; 13-14: 1.75; 25+: 2.0). If fail to attain appropriate level in 2 semesters they must sit out one semester. After two "sit outs," students are dismissed and cannot be reinstated. **Institution 2** Students placed on probation if fall below appropriate GPA for credits attempted (e.g. 1-23: 1.25; 81+: 2.0). If they are on probation for 2 semesters they are no longer eligible for financial aid. Students who miss 20% of classes are dropped from a course (which also affects financial aid eligibility).	**Institution 1** Students placed on probation if fall below appropriate GPA for credits attempted (1-12: 1.6; 13-24: 1.8; 25+: 2.0). Students on probation must make satisfactory progress in 50 percent of their classes; otherwise they are dismissed.

Exhibit 8-6. Academic standing, probation, and dismissal policies at SSS grantees and comparison institutions--continued

SSS grantee (When school provides more lenient conditions for SSS participants, those policies are described)	Comparison institution
Students placed on probation if fall below appropriate GPA for credits attempted (0-29: 1.7; 30-59: 1.8; 60+: 2.0). Those who fail to make normal progress are suspended for one semester (this used to be one year, recently made more lenient--also can enroll in summer school instead of suspension).	**Institution 1** Students placed on probation if fall below appropriate GPA for credits attempted (1-12: 1.4; 13-24: 1.75; 25+: 2.0). On probation, have one semester to reach good standing or dismissed (officials indicate that lots of help is available and few are dismissed).

Key: prof = professional

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probation, a GPA of 1.5 to 1.99 results in continued probation, but those falling below are suspended. A student who does not bring the GPA back to 2.0 after two semesters may be suspended. First suspensions are for a period of one semester, and second suspensions are for two semesters. They may be appealed. Students who are suspended must apply for readmission. No SSS participant can be placed on probation or suspension without the approval of the SSS director.

When a student is on probation, he or she is assigned to one of the professional academic advisors who sets up the student's program. The advisors try to construct a program that will enable the student to do well--by selecting courses in which high-risk students are likely to succeed, by selecting professors with success in teaching high-risk students, and by ensuring that the program requires the student's presence on campus every weekday. The student may also be asked to meet with the advisor periodically (this is required for students who appeal academic suspensions successfully).

There are some differences in probation and dismissal policies between SSS grantees and comparison schools, largely restricted to the more selective institutions. *Among the most selective institutions, the comparison schools appear to have somewhat stricter probation and dismissal policies, although it is difficult to tell whether informal procedures operate differently. In some of the relatively selective schools with SSS projects, the SSS project appears to be a mediating force in ensuring greater flexibility and leniency for at-risk students.*

Institutional Mission and Climate

In addition to specific policies, there are broader ways in which institutions signal their willingness to serve disadvantaged students. In this section we look at two dimensions: institutional goals omission, and the climate on campus for minority students, students with disabilities, and students with substantial academic needs. To determine mission we look not only at formal mission statements, but also at issues of current prominence. We also observe the extent to which the institution has adopted policies aimed at achieving faculty diversity. To get at climate, we have synthesized interviewees and field staff's views of institutions' hospitality for the three groups of students. The assumption governing this portion of the inquiry is that the long-term existence of SSS at a school might positively affect an institution's willingness to serve disadvantaged students, increase faculty diversity, and create an hospitable climate for all types of students.

Institutional Goals and Mission. *Among the relatively selective schools, there is some commitment to disadvantaged students, but pressures to increase selectivity appear to be growing.* Exhibit 8-7 shows the site visit assessments of institutional mission and overall policy direction, with implications for disadvantaged students and student/faculty diversity. A very few of these schools increased entrance requirements and ended developmental courses over the past decade, but more are considering doing so in the next few years. Part of the pressure is fiscal; some schools (and the states that pay for them) want to shift the costs of students who need relatively expensive developmental instruction and support services to community colleges. In other schools, the push to become more selective is part of a longer range plan to become a leading national or regional institution. The pressures to increase selectivity are occurring at schools with and without SSS projects.

Most of the relatively selective institutions indicate that diversity is a goal, but that objective typically translates into scholarships or better financial aid packages to highly talented minority students. Few, if any, of these schools have comparable programs for economically disadvantaged nonminority students, and almost none appear to have, as a specific goal, attracting first generation or academically disadvantaged students, per se. Although most of the institutions

Exhibit 8-7. Institutional mission and direction: Commitment to disadvantaged students and staff/student diversity by SSS grantees and comparison institutions

SSS grantee	Comparison institution
Relatively selective 4-year schools	
Institution 1 School striving to become one of top 25 academic institutions in nation, but also seeking to attract underrepresented groups. New limits are being placed on transfers from community colleges (must pass skills test). Recent promotions have strengthened minority faculty representation--trying to retain commitment in face of $ cutbacks. **Institution 2** School is committed to EOP program (special admits) although there is concern about the program as school moves to a semester system. There is also a strong commitment to faculty diversity.	**Institution 1** School sets explicit minority student, faculty, and staff targets, and has various special admit programs. It is also trying to increase numbers of minority residence hall directors and advisors. The mission statement does not address special populations or student diversity.
Institution 1 There is a commitment to diversity and goals for the enrollment and retention of minority students. It has recommended increasing grant aid to 65% of total. School puts special admits in separate "college," however, and has decreased the numbers it has admitted over past few years. There is an overall plan for minority faculty recruitment, as well as plans for individual colleges and subjects.	**Institution 1** School officials indicate commitment to diversity in student body. No mission statement currently available. Debate at school about mission: serving its geographic region (original mission) or recruiting more actively in a wider region. Some think graduate school should be the main emphasis of expansion. School has minority faculty recruitment plan and goals.
Institution 1 The overall mission is to increase the institution's selectivity. It is actively seeking to recruit highly qualified minority students as well as foreign students. Goals of diversity and selectivity seen as incompatible by some officials. Awaiting recommendations of pluralism/diversity committee. Affirmative action plan for faculty, but not a great deal of current activity. **Institution 2** No special admit programs. Seek talented minority students with attractive financial aid package, but concern that fiscal pressures may force change. No mention of diversity in mission statement. President resigned over diversity issues. Affirmative action plan for faculty (and EEO policies for disabled and vets) but little result to date.	**Institution 1** Institution has national reputation in some fields (with lingering elitism), but poorly funds others. Recently joined state system and is adjusting to state policies. It did not recruit at all until recently, but falling enrollments have forced a look at recruitment issues (including diversity). School operates a special admit program but it is largely separate from the rest of the school.

NOTE: Like grantees and their comparison institutions are displayed in boxes alongside each other.

Exhibit 8-7. Institutional mission and direction: Commitment to disadvantaged students and staff/student diversity by SSS grantees and comparison institutions--continued

SSS grantee	Comparison institution
Institution 1 Diversity plan (with explicit goals) and higher admission requirements of some department seen as conflicting. State is trying to force greater selectivity overall. No developmental program. Several special admit possibilities now exist but concern about their future. Explicit minority faculty goals with required $ contributions from department. Additional research $ earmarked for "diversity" faculty.	**Institution 1** Explicit minority student targets but have not been met so putting more emphasis on minority transfers (considered less desirable method). Seeks highly qualified minority students w/ attractive financial aid package but in direct competition with another school considered more attractive. Special admit program. Mission statement notes diversity. Commitment to hiring minority faculty but finding it difficult to retain them.
Institution 1 Moved from open to more selective admissions in mid- 1980s, remediation eliminated at state insistence. Faculty generally supportive of current, more selective policies, although some see need for remedial education. Special admit programs continue. Minority faculty recruitment a top priority but record mixed. **Institution 2** Mission has shifted from liberal arts to serving region. Commitment to affordability, especially for poor. Excellent national ranking on need-based grants. Diversity policy sets enrollment, staff/faculty targets, goals for improving climate and evaluation plan to measure implementation of policy. Special admit programs with extensive services, but developmental courses cost more than others.	**Institution 1** No minority recruitment policies. No special admit program. Major push to attract more talented students and foreign students. Efforts to attract disabled led to concern that school is overextended. Are studying option of increasing entrance requirements (to 23 ACT min.). No developmental program.
Institution 1 Diversity, smaller classes and greater emphasis on the upper division are the main current concerns. School is facing major budget cuts and may force sizeable numbers of freshmen applicants to attend community college, but has indicated underrepresented students will continue to be accepted. Affirmative action plan for faculty, but budget problems are making hiring almost impossible, and part timers (more likely to be women and minorities) are being laid off.	**Institution 1** School has strong commitment to ethnic/racial diversity and to attracting students with disabilities. Sets specific recruitment goals for underrepresented groups each year and has a major outreach effort with on-site admissions in high schools. Major tuition increases may affect recruitment, however. School recently merged minority programs to achieve better coordination. Active minority faculty recruitment effort with financial incentives but funds now short. Many minority and female faculty but fewer with tenure. Seeking to recruit from own grad school.
Less/nonselective 4-year institutions	

Exhibit 8-7. Institutional mission and direction: Commitment to disadvantaged students and staff/student diversity by SSS grantees and comparison institutions--continued

SSS grantee	Comparison institution
Institution 1 School under deseg. order until recently, so actively recruiting minorities although enroll. ceiling reached. In competition with nearby HBC. Administrators see mission as serving low income, first generation college students. Remedial programs highly valued, and concern about poor retention. Affirmative action play for minority faculty but lack of ability to pay moving costs seen as barrier. **Institution 2** No minority student recruitment effort, some targeting of poor, older persons. Major effort in distance learning and interactive TV. Some efforts to recruit minority faculty but few want to move to rural location and salaries are low.	**Institution 1** Little interest in attracting disadvantaged or minority students. Considerable pressure at school to restrict enrollment of students who need developmental courses over next 3 years. Most staff think academically disadvantaged should go to community colleges. Some staff remain committed to these students, however. Mission statement does not mention diversity.
Institution 1 Attractive minority financial aid package. Institution sees mission to serve at-risk students and also has commitment to diversity (mission statement mentions physically disabled--although physical access is problematic). Recently implemented program to recruit black faculty and staff but mentoring black grad students at other institutions. Some effects seen.	**Institution 1** Commitment to minority recruitment if it can be done cost effectively. Sets enrollment goals for women, blacks. Offers attractive financial aid package to minority freshmen. No formal mission statement.
Institution 1 HBC: No targeting of disadvantaged. May try to attract more nonblacks in future. School moving toward stricter admissions--likely to require high school 2.0 GPA soon (new president wants to upgrade academic reputation). Older staff feel school abandoning mission, younger staff supportive of these moves.	**Institution 1** HBC: State mandates that institution recruit nonblack minorities. Efforts to impose 750 SAT and 2.0 high school GPA. Also discussing eliminating developmental courses. Big division of views on campus about increased academic requirements--some feel it will negate public service role.
Institution 1 Religiously affiliated school, which offered classically oriented liberal arts but is increasingly seeing its mission as serving first generation college students who need developmental education and the local community (many minorities). No minority faculty recruit. policy--have tried to recruit but salaries are low.	**Institution 1** Strongly religious school, seeks to nuture diversity. A need to broaden the curriculum is widely recognized but some resistance to change. School is seeking a multicultural affairs director for the first time. Hard to recruit minority faculty so trying to "grow our own" (by offering grad school fellowships in return for teaching at school).
Institution 1 Religiously affiliated school, concerned with the academic and cultural needs of its region and social service to its community. School is expanding its recruitment to include more minorities (including black women through athletic scholarships). Some efforts to recruit minority faculty.	**Institution 1** Religious institution with strong church affiliation and a liberal arts tradition. School not terribly concerned with ethnic or racial diversity except that it seeks to attract international students. Some push to increase average comp ACT to 24. More minority faculty considered desirable, but viewed as hard to attract. No developmental program.

Exhibit 8-7. Institutional mission and direction: Commitment to disadvantaged students and staff/student diversity by SSS grantees and comparison institutions--continued

SSS grantee	Comparison institution
Institution 1 HBC: Mission statement makes no mention of remediation or improving retention/completion. Increasing numbers of nonblack faculty.	**Institution 1** HBC: Major internal debate over raising standards. Some want school to continue accepting students with academic difficulties while others want to increase talented students. School makes an effort to recruit minorities for faculty, but bottom line is teaching competence, regardless of race.
Institution 1 HBC: Mission is to prepare students for work or professional school, to behave ethically, and to be involved in lifelong education.	**Institution 1** HBC: Seek geographic and economically diverse student body. Push for more selective admissions, using scholarships to attract students in top 20 percent of high school class. Recently introduced proficiency exams in soph. year. School retains a religious atmosphere.
Two-year institutions	
Institution 1 Mission is to make postsecondary education widely available at low cost, to offer technical and semi-professional training as well as transfer programs, and to provide community service. School does little recruiting of any kind. No institutional affirmative action officer for faculty recruitment (part of state system) **Institution 2** Mission statement indicates commitment to special needs students, disadvantaged and disabled. Special efforts are made to recruit minorities and faculty diversity is a priority, although efforts to hire minority administrators have been more successful.	**Institution 1** Mission statement mentions diversity and special populations. It emphasizes delivery of technical programs and spends less time describing the transfer function. It also mentions support services and interaction with community agencies as well as with business. School maintains a major community outreach effort and makes special efforts to recruit minorities (many articulation agreements with high schools that have concentrations of minorities). Efforts to recruit minority faculty and to "grow their own." Most interviewees pleased with results.
Institution 1 Mission statement makes no mention of diversity or disadvantaged students. Little overall recruitment. There are no special policies aimed at recruitment of disadvantaged students, although there is some effort to target minorities by individual counselors. Some effort to attract minority faculty. **Institution 2** Mission statement mentions diversity and stresses occupational and basic as well as transfer education. It also notes that the school is committed to recruiting minority and nontraditional students (although it does little overall recruitment). No information was available on faculty recruitment.	**Institution 1** Mission statements mention developmental education, ESL, student diversity, support services, special populations, and community involvement. School does little overall recruitment or targeted recruitment, however. Diversity in faculty is a goal but progress is described as slow because few positions have become available.

Exhibit 8-7. Institutional mission and direction: Commitment to disadvantaged students and staff/student diversity by SSS grantees and comparison institutions--continued

SSS grantee	Comparison institution
Institution 1 Strong commitment to community service, outreach, leadership, serving underprepared students. School under mandate to increase enrollment (it dropped a great deal in last decade). Major outreach efforts (community is heavily minority) with counselors in GED centers, welfare offices, etc. **Institution 2** Mission statement stresses cultural diversity, minorities, equity, occupational programs, community involvement and service. Emphasis on minority recruitment increasing and have established enrollment goals (not always met). Some older faculty seen as resistant to mission and insensitive to at-risk students. No minority faculty recruitment policy.	**Institution 1** Mission statement notes support services but not special populations or diversity. School is concerned with serving local Indian tribe. School has no recruitment budget, and no special efforts. A recent effort to relax math prerequisites for minority students in one field was not approved. Minority faculty recruitment is not a priority and there are few (viewed as hard to attract). There are somewhat more minority administrators. Resentment at efforts to hire minority clericals.
Institution 1 Mission statement stresses commitment is to serving region (school located in very poor community). No recruitment budget or efforts of any kind. Minority recruitment plan, but little success (few want to come to rural area). **Institution 2** Mission statement mentions tolerance, reducing illiteracy, economic development (school is located in very poor community). Interviewees say without developmental education, there would be no campus, and they are committed to improving student skills. There is little recruiting of any kind. No faculty recruitment policies.	**Institution 1** Improving retention is the top concern at school, also economic development (school is located in very poor community). Faculty being urged to be alert to student needs and follow up on students missing class. Problem that students pass developmental courses but fail to pass regular ones. School is trying to attract more students immediately from high school (using Tech Prep as means--seek average students). No targeting of minority students although minority population in region much greater than at school.
Institution 1 Mission is seen as remediation, support services, and serving community needs. A key objective is to keep class sizes small. The long range plan is to move basic skills instruction into substantive areas and use other classes to reinforce skills. Affirmative action committee oversees all faculty search committees. **Institution 2** Mission statement does not mention disadvantaged students or diversity but school serves a very poor area with a large number of minorities. Affirmative action plan for faculty recruitment but few full time slots have become available--most hires are part timers.	**Institution 1** Mission seen as community service; no mention of diversity or special populations in mission statement. Nonetheless, school has active outreach programs and recruits in welfare offices, CBOs, clubs, and through the media. There are concerted efforts to recruit more minority faculty and administrators (the latter effort being more successful).

Exhibit 8-7. Institutional mission and direction: Commitment to disadvantaged students and staff/student diversity by SSS grantees and comparison institutions--continued

SSS grantee	Comparison institution
Institution 1 Mission statement mentions cultural diversity and the special needs of students with disabilities. School recruits quite widely (out of service area). There are few minority faculty, although the school has an affirmative action plan.	**Institution 1** Mission statement notes community development and economic development (big interest in customized training and skill upgrading of workers). Plan seeks to increase minority enrollment and establish special scholarships, also seeks nontraditional enrollments by women students. Long range plan includes international and intercultural experiences for students. General goals for minority staffing.

Key: ECP = educational equity/opportunity or other related program
$ = funding
HBC = historically black college
ESL = English as a second language
CBO =

have special admit programs, such programs are commonly viewed as a second string means of bringing in students from underrepresented groups. Basically, these schools want to achieve racial/ethnic diversity primarily, and they want to accomplish this without decreasing (and, in a sizeable minority of schools, while increasing) the average performance levels of entering students. Some of these schools achieve that end by excluding special or conditional admit students from their published data on freshman students. *With respect to formal diversity objectives, differences between the SSS grantees and the comparison are impossible to discern.*

The less/nonselective 4-year schools appear to be as concerned with increasing academic standards as the more selective schools, but *a sizeable subset of these institutions indicate that serving disadvantaged students* (i.e., students who are low income, first generation, or academically deficient) *is an important part of their mission.* The concern with increasing admission requirements is not surprising, since these schools accept large numbers of students who do not meet their preferred or desired admission requirements. Many of these schools are effectively open admission institutions, although they recruit from targeted populations and only a few advertise their policy as open admissions. But the stress on serving disadvantaged students (in both public and private schools, and in historically black colleges) is notable. In some of these schools, there is a considerable internal debate between those who seek to maintain the commitment to disadvantaged students and those who wish to increase standards.

In some less selective 4-year schools, the mission to serve disadvantaged students is of long standing; in others, it is the result of recent changes. Some of these schools have had to extend their recruitment efforts because of dwindling numbers of traditional recruits (e.g., members of the religion with which the school is affiliated). Others have changed their mission as their student bodies changed. For example, a school that used to attract the children of alumni now finds itself with a student body drawn from the community in which it is located--a student body composed largely of first generation students or students with considerable need for developmental instruction.

Almost by definition, the mission of the 2-year schools is to serve disadvantaged students. Some schools are located in geographic areas of great poverty, while others operate outreach or satellite operations in poor communities. Mission statements emphasize remediation, economic development, community service, and the like. Not all the community colleges undertake specific policies to ensure that disadvantaged students will attend. As noted previously, only some of the schools have recruitment budgets and/or target any particular groups of potential students. For many of these schools, there is little need to make special efforts.

Although none of the community colleges have proposed raising requirements for admission, it should be noted that almost all the community colleges are effectively two-tiered. They offer general admission and a chance to make up deficiencies to all comers. *For some programs, however, they are as selective (if not more selective) than many of the 4-year schools in the study.* All the schools restrict admission to programs such as nursing or radiology that are likely to pay higher salaries and provide greater employment opportunities. Few of the schools in the study have specific efforts to help academically disadvantaged students enter the restricted programs. In fact, some schools try to free academically disadvantaged students pursuing certificate (or some occupational) programs from completing developmental requirements so that making it to graduation will not appear so onerous. It is unclear whether this approach benefits or hurts students who enter with poor academic skills.

The waiver of requirements points up another interesting finding, which is the extent to which 2-year schools in the study see their mission as occupational and technical training. *Both mission statements and conversations at the school indicate that transfer to 4-year colleges, while important, is often considerably less important than the occupational/technical training goals.* At some schools there is considerable internal debate about which goal should predominate, but at many schools the dominance of the occupational goal is quite clear from perusal of the catalogue and data on degrees and certificates granted.

Few 2-year colleges have active minority faculty recruitment efforts. Although most have some sort of minority faculty recruitment plan, most of the schools indicate either little effort to implement the plan or little success in recruiting minority faculty (often because few full-time positions become available each year). Efforts to attract minority administrators appear somewhat more successful. Given the very large minority student populations at many of these institutions, the limited attention to minority faculty recruitment is disappointing. As with the 4-year institutions, it is impossible to distinguish systematic differences in missions or minority faculty recruitment between SSS grantees and comparison sites.

Example

> This relatively small, historically black college is undergoing major change in mission. In the past, a substantial part of its mission was to serve academically and economically disadvantaged students, and the school rarely rejected applicants. It is now developing a national reputation in areas such as premedical studies and, as a result, it is now in a position to increase entrance requirements. The percentage of students from low-income families is declining. It has also become something of a laboratory for new approaches to education and has actively sought foundation assistance for educational reform.
>
> As a result, the school is now engaged in an active discussion about future direction and responsibilities. To what extent does the reputation of the school rest on the academic quality of its students? To what extent can it take high-risk students and continue to build its reputation? Is the academically competitive atmosphere the college has tried to foster conducive to retention and completion of underprepared students? At present, the school has continued to enroll some students who do not meet its admission criteria, but it is by no means clear that it will continue to do so. There is faculty pressure to increase entrance requirements, but also a recognition that to do so will exclude students who only begin to recognize their potential in the final years of high school or after they are out of school for a while.

Climate for Minority Students, Students with Disabilities, and Students with Academic Needs. To get at issues of climate--the extent to which the school provides a welcoming and hospitable environment for students--we asked field staff to synthesize the observations on this point by interviewees (SSS staff and participants at grantee institutions, as well as administrators, instructors, and other service providers at all institutions). We also asked them to record summary observations of their own. Each site report contained both ratings of institutional climate based on this scoring system:

(1) - Positive supportive environment

(2) - Neutral environment striving to become more supportive

(3) - Neutral environment

(4) - Poor environment striving to become more supportive

(5) - Poor environment

The report also contained a narrative description of the climate. Issues addressed in the narratives included opportunities for interaction among groups of students (within the group and across groups), conditions that foster interaction or present barriers, any specific incidents that had caused difficulty at the school, and other relevant information. The narratives and the numerical ratings of climate for minority students and students with disabilities are summarized in Exhibit 8-8. It should be noted that more viewpoints are represented in the descriptions and numerical assessments of SSS grantees, where students (SSS participants), service providers, staff, and administrators were interviewed.

Exhibit 8-8. Climate for minority students and students with disabilities at SSS and comparison institutions

SSS grantees	Comparison institutions
Relative selective 4-year institutions	
Institution 1 -Generally friendly place, but some undercurrent of worry about reputation because of special admits (school seeking to enhance academic reputation). Incidents of racial slurs on several bldgs. created fear among black students. Faculty, admin, black and white students marched to show solidarity. (1-2) -Positive climate for students with disabilities. (1) **Institution 2** -Considered good climate for minorities among institutions in region, with many organizations, but minority acceptance still not complete. (1-3) -Accessible for students with disabilities w/ transportation. Could be more sensitivity to LD and hearing impaired. (1-3)	**Institution 1** -School located in conservative small town w/ few minorities, so hard to attract minority students. Many clubs, and events designed to bring races/ethnic groups together. Bigger issue is acceptance of gays/lesbians who feel discriminated against. (2) -Not all bldgs accessible to disabled, but accommodations made. (2-4)
Institution 1 -Liberal school but still difficulties for minorities. Recent attempt to form white student union led to controversy about racism and freedom of speech. Some officials trying to raise awareness of race. SSS seen as a place that bridges ethnic differences. -Climate for disabled good, but mobility impaired find winter movement difficult, some deaf or blind students are isolated.	**Institution 1** -Wide range of views on climate for minorities, with minorities generally more negative. All agree admin. trying to improve climate. Hispanics and Asians better integrated with whites than are blacks. Some tensions among Asian groups. Several recent gay bashing incidents. -Climate for disabled good, campus accessible.
Institution 1 -Little opportunities for informal mixing among minorities and whites. EOP students stay together as a group in a separate dorm, which isolates group. (1-3) -Range of disabled at school not great because range of services is somewhat narrow. (1-3) **Institution 2** -Few racial/ethnic minorities at school, and they're somewhat isolated. Student sit-in on diversity issue recently. -School just beginning to recognize need to address issues of academic disadvantage. Elitist attitudes still common. -Climate for disabled, including LD, vastly improved as a result of activism by office for disabled.	**Institution 1** -Few minority students and not much interest in attracting them. Subtle messages are not welcoming. (3-5) -Strong feelings that students with disabilities should not be mollycoddled, so, for example, visually or hearing impaired do not get preferential seating in lecture halls (so they'll get used to planning to show up early). (3-5)

NOTE: Like grantees and their comparison institutions are displayed in boxes alongside each other.

NOTE: Numbers in parenthesis are range of responses on climate: 1 = positive supportive environment; 2 = neutral environment striving to become more supportive; 3 = neutral environment; 4 = poor environment striving to become more supportive; 5 = poor environment.

Exhibit 8-8. Climate for minority students and students with disabilities at SSS and comparison institutions--continued

SSS grantees	Comparison institutions
Institution 1 -In general, whites feel there is a positive, interactive climate on campus while minorities are less positive ("It's not bad, but it's not good.") Formal plan for increasing interaction. Some faculty hostility toward special admits. (3) -Neutral view of students with disabilities (3)	**Institution 1** -Overall climate fair and improving. Geographic isolation makes recruitment of minorities difficult. New diversity trainer hired. Lots of organizations and ethnic studies programs. (2-3) -Dorms retrofitted for disabled, but hilly campus w/ snow so mobility difficult. (2-3)
Institution 1 -Climate for Hispanics more positive than for blacks. Some recent name calling and graffiti but no major incidents. -Some limits on campus accessibility **Institution 2** -Good climate for minorities although some feel isolated (because there are so few). (3-5) -Good climate for mobility impaired with attention to accessibility, less positive for sensory impaired, not really prepared to serve LD. (1)	**Institution 1** -Student survey shows satisfaction with race relations declined slightly between 1985 and 1990. According to the survey it is about half way between "neutral" and "satisfied." (1-2) -Disabled generally accepted (1-2) -Some resentment of students in the Honors Program who are viewed as smug and uncooperative by some staff and faculty.
Institution 1 -Considerable opportunities for cross group interaction but some groups isolated--especially Hispanic males and SE Asians. Other special populations are more visible and able to obtain services (they have "home bases" on campus). There is some tension between minority students and a heavily white male faculty (1-3) -The campus is accessible for physically disabled (1-2)	**Institution 1** -Problems in the past have led to an active cultural awareness program. School has developed a video on diversity that is used nationally. There is still obvious segregation of groups on the campus, but there is also a great deal of working together to achieve goals (like trying to stop a tuition increase). Hispanics appear to have an easier time than blacks in cross-group interaction. (1-3) -School is physically accessible and is a magnet for students with disabilities because of nationally well known programs. (1) -Overall safety at the school has become an issue recently, because of a shooting. It is a commuter school with many people coming.

Exhibit 8-8. Climate for minority students and students with disabilities at SSS and comparison institutions--continued

SSS grantees	Comparison institutions
Less/nonselective 4-year institutions	
Institution 1 -No serious racial problems although racial/ethnic groups tend to be segregated on campus. Vocal minority groups are only just developing and entering into talks with administration. (1-2) -School was under court-ordered deseg. order until recently, but now the main issue is whether the merger of higher ed in the state will reduce funds. -Very few disabled, school not entirely accessible (2) **Institution 2** -There are almost no minorities at this school and few social opportunities of any kind. This is a commuter school where students attend part time and spend little time on campus outside of class. Nonetheless, a family atmosphere. -Positive climate for students with disabilities (1)	**Institution 1** -Controversy in past when president fought formation of a black student organization. New president more positive but problems between races remain. (2-3) -No hostility toward disabled but some faculty do not believe they should be given any preferential treatment. (1-2)
Institution 1 -Few minorities of any kind in geographic area. Considerable controversy about a new policy to attract inner city youth on athletic scholarships, which some fear could change atmosphere. (1-2) -Very few students with disabilities; campus not accessible (3-4)	**Institution 1** -Few minorities. One black organization with very few active members. (2-3) -Few disabled, and campus is not very accessible. (3-4)
Institution 1 -HBC -Few whites but they appear well integrated (2-3) -Atmosphere for disabled problematic; many residence halls are not accessible; disabled not a priority.(1-5)	**Institution 1** -HBC -Whites generally described as fully integrated, but most of them are in continuing education or the graduate programs. (1-2) -Campus accessible and good services (1)
Institution 1 -School received state commendation for work with minorities. Active black organization runs many programs. School has made a particular effort to accommodate ethnic groups that live near school. This is a commuter school, with little campus life.	**Institution 1** -Generally seen as difficult place for minorities because school is overwhelmingly white and members of the religion with which it is affiliated. (2-4) -Few disabled, climate ok although some buildings are not accessible to all. (1)
Institution 1 -Campus seen as positive for minorities but there are so few they're almost celebrities. (1) -Disabled welcomed but concern that services available may not be adequate.(1)	**Institution 1** -Climate for minorities good but concern that more services are needed. Some felt administration has not made effort it should to attract minorities who live nearby. (2) -Few disabled at school and no special services. (2)

Exhibit 8-8. Climate for minority students and students with disabilities at SSS and comparison institutions--continued

SSS grantees	Comparison institutions
Institution 1 -HBC -Concern about some town/gown problems including a spate of property fires. Academically disadvantaged students seen as hidden minority who need more help. Some students feel high level administrators not responsive (1-2 for blacks) -Climate for disabled students o.k. (1-3)	**Institution 1** -HBC -Overall climate described as helpful but competitive. Faculty has many whites and is well integrated. (1) -No interest in disabled, concern that no services available so attracting them would strain facilities. (2)
Two-year institutions	
Institution 1 -Limited opportunities for interaction on campus because of commuter nature of school -Some racial incidents recently, although campus is generally hospitable to minorities (the SSS project is seen as a haven for black students and a place for positive interaction with whites). (2-4) -Few physically disabled but many LD, access ok but more services needed (1-2) **Institution 2** -Atmosphere ok, but groups segregated on campus. Some incidents with individual professors cited by interviewees. (3-4) -Atmosphere for disabled o.k., although specific cases of faculty insensitivity cited. (4)	**Institution 1** -International students (mostly Asian) well integrated by situation for blacks harder. School portrayed as giving lip service to minority integration, although board is almost half black. School offers diversity courses. -Accessible for disabled, with good reputation.
Institution 1 -Caring environment but school is rapidly growing and this has brought communication problems among groups. Many clubs, organizations. (1) -Problems for economically disadvantaged: slow financial aid disbursement policies places students on brink of dropping out repeatedly. Students resentful. -Climate for disabled ok, opportunities to interact with other students limited. (1) **Institution 2** -Climate for minorities improved when head of multicultural services became dean of support services, although minority students still say it is lukewarm. (2-5) -Climate for disabled quite good. (1)	**Institution 1** -Many organizations although segregation on campus (e.g. in cafeteria) obvious. School is located in area w/ no public transport making it hard to reach for minorities in community. Some anti-Japanese sentiment and anti-Iraqi sentiment (since Gulf War). (2) -Disabled generally welcomed but services lacking and ADA requirements barely met. School is not physically accessible. (2-4)

Exhibit 8-8. Climate for minority students and students with disabilities at SSS and comparison institutions--continued

SSS grantees	Comparison institutions
Institution 1 -Commuter school is predominately minority. There is little opportunity for social interaction of any kind between different minority groups. Some tension between students and a faculty/staff that is mostly white (but staff say if they didn't care about the students they'd teach elsewhere). (1-3) -School has some accessibility problems. (1-4) **Institution 2** -Climate for minorities has improved over past decade (since minority affairs integrated with other support services). Greater faculty sensitivity still needed, however. Lots of clubs, orgs, but overall student involvement is low. (2) -Climate for disabled poor till 1980s but improving, access improving. (2-4)	**Institution 1** -Climate for minorities not terribly good. There have been hate scribblings on posters for a minority candidate for student office, and some poor treatment in surrounding community. Some tensions between black students and faculty. -Climate for disabled good and many attend.
Institution 1 -Good climate for minorities although there are very few. (1-2) -Most bldgs accessible for disabled but school is hilly and it's hard to get around. (3-5) **Institution 2** -No minority clubs, few opportunities for gross-group interaction, no student lounge. Climate for minorities on campus ok, although surrounding community has a poor reputation. Not much interaction across race. -Few (if any) disabled on campus.	**Institution 1** -Subtle discrimination toward minorities noted, although campus is generally considered a positive model for the largely segregated community in which it is located. Campus also seen as a window on broader attitudes and values (by bringing in people from outside the community). Informal segregation at school, nonetheless. (2-3) -Climate for disabled ok, physical access good. (1-2)
Institution 1 -Students almost all disadvantaged and minority, different groups appear to interact well. Many clubs although participation about a quarter of the student body. **Institution 2** -No minority student organizations, races informally segregate in cafeteria (only place to lounge). Nonetheless, most students and staff think climate positive. (1-3) -Campus generally accessible, but few disabled. (1-3)	**Institution 1** -Diverse student body but little campus social life. Some clubs and activities but primarily a commuter school. Climate for minorities generally positive. (1) -Climate for disabled generally positive. (1)
-School heavily minority so no problem in relations. The issue here is geographic isolation and limited social and cultural experiences of students. (1) -Few disabled although school generally accessible (some problems, accommodations). (2)	**Institution 1** -School heavily minority and there is little social life. Survey showed students more likely to feel isolated and perceive racial/ethnic conflict than at other branches of the same system. (1-2) -Generally supportive of disabled students. (2)

Key:
LD = learning disabled
EOP = educational equity/opportunity or other related programs
HBC = historically black college

With respect to minority students, the schools in this study may be characterized as "neutral environments striving to become more supportive" (see summary numbers in Exhibit 8-8). Most have organizations and/or specific services for minority group students, and many have courses or specific programs on diversity. Although a few of the schools have experienced racial or ethnic controversies in the past year or two, this phenomenon is not necessarily an indicator that a school is an inhospitable environment. More importantly, schools where incidents occurred have taken steps to address problems that led to those incidents.

In general, the climate for Hispanics and Asians is reported as more positive than the climate for blacks. Black students are often described by providers and administrators (and sometimes by themselves) as isolated (or feeling isolated) on campus. Other minority groups are portrayed by administrators, service providers, and faculty as more likely to interact with non-Hispanic white students. There are a few schools, however, where particular concerns were expressed about Hispanics as well. Staff at some schools indicate that Hispanic students, particularly males, face pressures to contribute to the family that may interfere with their ability to continue in school. They are also seen as less likely than blacks to seek out and make use of support services. Overall, field visitors report a great deal of visible, voluntary segregation on campuses, with obvious clustering of students by race and ethnicity.

Field staff note that some of the 2-year schools suffer from a lack of climate of any kind. Because these are commuter schools, students come to campus only to take classes--often on a part-time basis--and depart quickly, often to go to work. Efforts by school officials to encourage diversity and foster group interaction through activities are often thwarted.

With respect to students with disabilities, the situation is somewhat different. *Although most interviewees express positive views of having students with physical disabilities at the school, there are dissenters.* There were a few schools that resisted special accommodations as a matter of policy, arguing that students have to find out what life in the real world will entail. At a few schools, administrators said that accepting students with physical disabilities would strain their facilities, so they generally encouraged them to go elsewhere. Further, there appears to be resentment among faculty about special accommodations for students with learning disabilities. Faculty at several schools expressed reservations about such practices as extending the time or altering the conditions under which LD students took tests, or other comparable practices. These are seen as special, unwarranted privileges. While a considerable number of the schools we visited were not completely physically accessible, many were making strides in that direction.

There is also faculty resentment about special admit programs at some of the more selective institutions in the study. Sometimes faculty express the view that such programs are diminishing the academic stature of the institution or that students accepted under such programs receive special privileges. They may also complain about the additional effort they must make to address the academic needs of special admits. At several of the schools we visited there is faculty pressure to raise standards, although there is little direct discussion about ending special admit programs. In general, the administrators we interviewed appeared to be more supportive of these programs than the faculty interviewed. At a few schools, administrators told us that they were looking to a large numbers of faculty retirements in the next few years to change instructors' attitudes.

Climate Differences between SSS Grantees and Comparison Institution. To get at any climate differences between the two sets of institutions, we were able to use the summary ratings of the field staff. After providing institutional views and ratings of climate, we asked each site visitor to rate the institution's overall climate for minorities, students with disabilities, and students with greater than typical academic needs using the five-point scale described earlier. The average summary ratings for both sets of institutions are shown below.

Mean Climate Assessments of Field Staff
SSS and Comparison Institutions

	Minority Students	*Students with Disabilities*	*Students with Academic Needs*
SSS Grantees	*2.30*	*2.45*	*1.76*
Comparison Institutions	*2.34*	*2.30*	*1.63*

As can be seen, there are almost no differences in climate assessments between the two sets of institutions. It should be noted that the mean climate scores at SSS grantees may be depressed somewhat because field staff were incorporating the views of students along with those of staff, and students tend to be somewhat more negative.

Summary

This chapter has tried to place SSS projects in institutional context in two ways--by describing the role that project staff play in institutional affairs, and by describing and comparing institutions with and without SSS grants. The comparisons focus on three areas--policies for disadvantaged students, special services, and mission and climate. What we have seen is that most SSS staff play a limited policy role within their institutions, although there are exceptions in very small institutions and in institutions where SSS directors are also prominent institutional officials. Further, when we compare institutions with and without projects, we find out about the school climate. One notable finding is the generally positive assessment of field staff with respect to the willingness and ability of schools to accommodate students who need additional academic assistance to succeed--a key goal of the SSS program. Existence of an SSS project at a school does not appear to affect the likelihood that the school will actively seek disadvantaged or minority students (through recruitment, admission, or financial aid policies), or that it will enact probation/dismissal policies that are more favorable to retaining at-risk students. On the other hand, schools with SSS projects appear to be more likely than comparable institutions without grants to provide a wide range of support services for disadvantaged students and students with disabilities. Finally, there are few mission or climate differences across the two sets of institutions. Both sets of schools are struggling with questions of how many at-risk students to enroll, and whether they have the resources to provide them with needed services.

9. FEDERAL POLICY REFORM IN STUDENT SUPPORT SERVICES

This chapter addresses federal policy issues in the Student Support Services program. Three specific issues are considered: ensuring that federal funds do not supplant other resources for disadvantaged students, meeting the full financial needs of SSS participants, and developing a fair system of accountability for program results.[41] The chapter then addresses the broader issue of how SSS can play a larger role in institution-wide efforts to improve student retention. For each issue, a discussion of the problem and findings is followed by recommendations for reform. At the end, the chapter briefly notes two additional issues that warrant further attention -- technical assistance and grant size.

The specific policy issues were selected based upon both project-level and federal interests. The selection of nonsupplanting and full financial need for indepth examination is based upon the finding that these were the federal compliance issues most on the minds of staff of local programs at the time of our visits. Since that time, both issues have been further addressed through federal legislation. The discussion included in this chapter considers how recent changes in law affect the ways in which these issues might be resolved. The selection of accountability as an issue is based upon a request from the federal office sponsoring this evaluation. That office asked the study team to consider how performance measures and standards for SSS projects could help to document and improve program outcomes.

Highlights

Nonsupplanting

- Despite unclear legal underpinnings, the issue of whether SSS resources substitute for institutional or other resources for support services has been a major concern of federal program reviews. It has created service delivery dilemmas for projects.

- Where large numbers of students are eligible for SSS but SSS resources are insufficient to meet their needs, non-SSS resources are often used to provide other students with comparable services. Because other students obtain similar services to those received by SSS participants, federally supported services are held to duplicate other offerings, and are not considered additional to what SSS participants would have otherwise received (i.e., federal funds are seen as supplanting other resources, not adding to them).

- Methods for reforming the nonsupplanting test are suggested, including
  - Shifting to a criterion of additional services for a targeted group of disadvantaged students, with SSS resources as a portion of the total resources. To do so would require a clear definition of the term "disadvantaged student" at each grantee institution that limits the target group for additional services.
  - Establishing schoolwide service projects (i.e, they serve all students) in institutions where the vast majority of students are disadvantaged, but only if additional funds (including SSS) are sufficient to carry out such projects.

Full Financial Need

- The intent of federal legislation is that institutions meet the full financial need of SSS participants, but many institutions are unable to do so. In addition, some of the institutions unable to do so make better financial aid packages available to other students with comparable financial needs to those of SSS participants because of state rules or programs.

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[41] Changes in 1992 reauthorization require that institutions offer SSS participants aid sufficient to meet their full financial need, but students are not required to accept it.

- Federal legislation could encourage favorable treatment for SSS participants in several ways.

For example, legislation could

  - Require that SSS participants receive the best package available at grantee institutions for comparably needy students;
  - Require that institutions with special educational equity/opportunity (EOP) or related programs extend equivalent financial aid to SSS participants with comparable need as a condition of federal SSS support; or
  - Establish specific federal grant awards for SSS participants.

Project Accountability

- SSS projects establish service delivery goals that include overall participation rates as well as the numbers of new participants each year. They also establish goals for the number of participants for each type of service.
- Few projects establish goals for how much of a service each participant receives (i.e, service intensity).
- The total number of outcome goals established by projects differs considerably across the projects. The most common project outcome goal is achievement of a particular GPA by a given percentage of participants. For most projects, GPA goals are modest.
- Projects also set retention and graduation goals. Some projects set ambitious goals, while others establish modest goals. Since failure to achieve these goals can affect re-funding of a project, projects setting ambitious goals may be at a disadvantage in relation to others.
- It would be desirable to have greater comparability in goal setting among grantees. *This could be accomplished through goals that measure the value the project adds* to what participants would have accomplished without it.
- Possible standards for project performance include past project performance, institutional performance (taking into account participant differences), and the performance of projects in institutions with similar student bodies.

Building Institutional Capacity for Support Service Delivery

- Several conditions argue for an expanded SSS role in national efforts to aid at-risk students:
  - The availability of federal, state, and institutional resources aimed at support service provision has increased in the years since the SSS program began;
  - Institutions are serving students who need special services at higher rates than when the federal SSS program was first developed;
  - Fiscal stringency is currently forcing cutbacks in support service at some schools and a search for more efficient service delivery strategies at many more; and
  - Despite the wide availability of services, retention and completion rates for disadvantaged students remain significantly lower than for other students at the same campuses.

These findings indicate the need for better information about what works to enable disadvantaged students to stay in school and graduate. They also show the need for coordinated institutional planning for service delivery. Two reforms are proposed:

- **The Demonstration Approach**. A limited number of grantees would test alternative interventions to promote student retention and increase graduation rates. Grant applicants would propose an overall strategy--targeting a particular group of students and setting performance goals, creating a comparison group or groups, outlining activities, and creating an evaluation design and methods. Topics might include student motivation to continue services, SI and other study groups for at-risk students, serving older students, attracting and retaining male students, one-stop service shopping (learning centers), or decentralized services.

- **The Institutional Planning Approach**. Grantees would draft institution-wide plans for at-risk student retention and completion. Components of an institutional plan might include

  - The target population for services and retention/completion goals,
  - The level and nature of activities or financial assistance,
  - The resources available to assist at-risk students,
  - Possible resource/service gaps and plans to fill them,
  - The specific role of the SSS grant, and
  - An evaluation plan.

  An incentive to institutions to engage in planning is that once the plans are adopted, SSS and other resources can be used in a more flexible manner. Institutions that chose not to draft institutional plans could still submit traditional SSS proposals, but would not be granted the same flexibility in use of resources.

Ensuring the Additivity of Federal Funds

The nonsupplanting issue is probably the most nettlesome unresolved regulatory issue facing the SSS program. In a broad sense, nonsupplanting means that federal funds do not become general institutional support, but are additive to institutional (or other) funds for providing services. The federal SSS program has usually approached the nonsupplanting issue from the perspective of the program participant, seeking to ensure that SSS participants receive services from the program that are additional to those they could have received had they not been enrolled in SSS. Increasingly, however, the nonsupplanting discussion has shifted to an institutional perspective--to determining whether a grantee institution has used SSS funds to provide additional services, or whether it would have provided the same services without the SSS grant. This section outlines the nonsupplanting issues in SSS and proposes a means of addressing nonsupplanting. The alternative proposed here seeks to incorporate the most recent SSS amendments, which urged coordination of SSS projects with other campus service providers.

Background

When the SSS program began, it was governed by a regulatory clause that stressed participant access to regular as well as SSS services:

> Each institution receiving funds under this part shall:...(3) Make all resources and facilities which are available to regular students of the institution available to project participants; (45CFR,157.7[b][3])

This rule implies that SSS services should be additional to those the participants could have received from other sources. In the 1982 regulations governing SSS, this rule was eliminated.[42] The 1982 regulations did, however, retain the following clause:

> Allowable project costs, not specifically covered by [the general EDGAR regulations that govern all Education Department grant programs] may include the following costs reasonably related to carrying out a Support Services project:
>
> (a) Cost of remedial and special classes if--

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[42] Draft regulations (issued in December 1980) apparently included a clearer nonsupplanting rule, but the final regulations simply retained the language now called Section 646.40.

(1) These classes are limited to project participants; and
(2) The institution does not provide identical instruction--
  (i) As part of its program of instruction
  (ii) Through another Federal program or a State, local, or privately funded program,

(b) Courses in English language instruction for students of limited proficiency in English if these classes are--
(1) Limited to project participants
(2) Not otherwise available,

(c) In-service training of project staff,

(d) Activities of an academic or cultural nature...

(e) Transportation of participants to and from approved educational and cultural activities... (34 CFR 646.40)

Although primarily addressed to expanding the kinds of services capable of support, the clause singles out remedial and special classes, noting that they must be different for SSS participants than for other students. In other words, grantees need not offer participants *more* developmental instruction than other students (i.e., the service does not have to be additive--or nonsupplanting), provided the service offered with the SSS funds is different from that offered with institutional funds. Does making the exception for developmental instruction imply that other activities supported with grant funds (tutoring, counseling, other courses, etc.) *must* be additive? This issue has never been resolved.

A 1983 audit of five SSS grantees (covering the years 1976 through 1982) by the Office of the Inspector General (IG) found that, in three of those institutions, SSS funds were used to provide tutoring or counseling services to SSS participants, while state funds were used to provide these services to nonparticipants. The summary of the audit report included some attempt to show that the services were similar (e.g., they were provided by the same people). The report argued that federal intent--namely that SSS funds add to those resources otherwise available for SSS participants --was not being met.[43] At least some of the institutions responded that the regulations did not require tutoring or counseling services that were different or additional, only that remedial or special classes be different for SSS participants. A followup memo from the Office of the General Counsel (OGC) to the IG held that 646.40(a) was ambiguous and concluded that no audit exceptions should be taken, "unless it was clear that the institution used the [Support Services] project as a substitution for, rather than an addition to, its existing remedial programs."

Despite the unclear statutory underpinnings, the Department of Education has continued to pursue some cases of apparent duplication of offerings. In recent years, federal nonsupplanting compliance has focused on the narrow issue of whether all types of services provided to other students are identical to (or duplicate) those provided with SSS funds to SSS participants, not whether the SSS services are additive. Federal concern appears to be based on a reading of 646.40 that extends the nonidentical service provision to SSS services in general. If SSS services appear to be the same as those provided to students not in the project, the SSS project is perceived as supplanting. Presumably, the SSS participants do not use the same service if it is also offered by SSS and, hence, receive no greater amount of service than other students.

In its memo to the IG, the OGC suggests a somewhat different nonsupplanting rule. The OGC noted that audit exceptions could be made if the institution used the SSS project "...as a substitution for, rather than an addition to, its existing remedial program." In this interpretation, the OGC appears to focus on whether the overall amount of developmental instruction is increased as a result of federal funds, rather than whether a particular class of persons (SSS participants) are the necessary beneficiaries of the additional classes. If the amount of remedial help available at the institution has increased as a result of the SSS grant, the federal funds do not supplant, regardless of whether SSS participants receive more remedial services than other students.

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[43] Ironically, the IG report used the clause that says remedial instruction cannot be identical to argue that the intent of the regulations is that SSS services not supplant other services. Yet that clause outlines the conditions under which SSS resources may effectively supplant other resources.

The 1992 Amendments to the Higher Education Act appear to strengthen this notion that it is the overall services at the institution should be additive. The amendments highlight the additivity of services for disadvantaged students as a whole, rather than for SSS participants. The amendments instruct the Secretary to:

> ...encourage coordination of programs assisted under this chapter with other programs for disadvantaged students operated by the sponsoring institution or agency, regardless of the funding source of such programs. The Secretary shall not limit an entity's eligibility to receive funds under this chapter because such entity sponsors a program similar to the programs to be assisted under this chapter, regardless of the funding source of such program.

According to this language, an institution that offers other programs like SSS should not be denied SSS funds. In addition, coordination between the SSS projects and other projects for disadvantaged students should be encouraged. The paragraph does not clarify, however, who is disadvantaged or how resources (or services) from other projects should be coordinated with SSS.

Greater guidance on the meaning of coordination is available in EDGAR (CFR 75.581), which notes that:

> Depending on the objectives and requirements of its project, a grantee shall use one or more of the following methods of coordination...
>
> a. Planning the project with organizations and individuals who have similar objectives or concerns,
> b. Sharing information, facilities, staff, services, or other resources,
> c. Engaging in joint activities such as instruction, needs assessment, evaluation, monitoring, and technical assistance or staff training,
> d. Using the grants funds so as not to duplicate or counteract the effects of funds made available under other programs,
> e. Using the grant funds to increase the impact of funds made available under other programs...

Ironically, this clause (especially item d) makes clearer than the specific SSS regulations that coordination means linking of service planning and delivery, but does not allow funds substitution (which would counteract the effects of other programs). This clause does not indicate that coordination must increase the total amounts of service available to project participants, however.

Real World Dilemmas

The shift in regulatory focus from additional services to SSS participants to additional overall services for disadvantaged students at an institution reflects the realities of support service projects in institutions of higher education. When the SSS program began, it may have provided a unique and additional set of support services for a distinct population, but today, especially in larger institutions, it is likely to be one program among many for at-risk students. As already described, there are very few institutions in our study in which SSS is the only provider of supplementary services. More commonly, SSS focuses on a) a particular student subgroup while other programs offer comparable services to other students, or b) a particular service for at-risk students, while other programs offer other support services. In that environment, the following are examples of real practices that raise concerns regarding the nonsupplanting requirement:

> When the SSS project began, Institution A offered few support services. Over the years, SSS participants have demonstrated higher retention and completion rates than other, comparable students. Impressed with the SSS

approach, the institution has decided to adopt similar services for all students who seek them. The institution has asked the SSS project director to take a leading role in designing and operating the new center that provides the services.

At Institution B, the SSS project is the means for the institution to admit students it would not otherwise accept because of low academic performance. Most such students are members of racial or ethnic groups that are underrepresented at the institution. As a condition of admittance, these students are assigned to the SSS project, which provides academic counseling to participants. Other counselors provide academic counseling to regularly admitted students. The SSS counselor has a smaller caseload than other academic counselors, and is expected to meet with participants once a month.

Institution C is a small school located in a poor rural area. It uses the SSS project to staff the required lab sessions (CAI) attached to developmental math and English courses. It reasons that most of the students in developmental courses are eligible for SSS services, so requiring lab attendance will not be a problem. Almost all the students at the institution enroll in developmental courses at some point in their education and, hence, in SSS.

Institution D operates several "home base" programs for at-risk students, including SSS. The largest program is funded through a state categorical educational opportunity program (EOP), while others are supported out of institutional funds. The EOP and the institution-based special programs focus on members of minority groups that are underrepresented at the institution, although the majority of these students would also meet SSS eligibility criteria. As a result, the SSS project tends to attract students who do not qualify for these projects (nonresidents of the state, students entering the institution as sophomores or juniors, nonminorities, etc.). The other projects provide similar services to those supported through SSS (counseling, tutoring, supplementary instruction attached to large freshman classes). To achieve efficiencies of scale, the tutoring and instructional resources of all projects are pooled, with assignment of tutoring participants to particular funding sources largely a bookkeeping exercise.

At Institution E, all academically needy students may receive tutoring services. The SSS funds are used to provide the service for SSS-eligible students, while all other students pay $5 per hour for tutoring.

If one starts from the perspective that, to be nonsupplanting, services to SSS participants must be additional to those available to all other students, most of these institutions would be out of compliance. Institution A does not offer more service to SSS participants than to other students. Institution D is also out of compliance, because at least some SSS partici-pants at Institution D are not eligible to participate in comparable special programs. (In practice, few SSS participants participate in the other programs because they participate in SSS.) SSS participants at Institution E do not receive any service not available to other students. They receive a commonly available service (tutoring) at no cost. Institution C is offering a unique service through SSS (i.e., it is not otherwise available), but it is mandatory for all students in developmental courses, and presumably at least some of those students would not be SSS-eligible.[44] Finally, institution B is probably using SSS funds to provide additional services for SSS participants. A final decision would have to rest on whether SSS participants do, in fact, receive more academic counseling than other students, because SSS participants receive SSS counseling in lieu of regular academic counseling services.

From the perspective of additive institutional services for disadvantaged students, however, some of these schools would be in compliance with nonsupplanting. Institution D would be in compliance, because the SSS project is adding to the overall amount of service available to disadvantaged students as a whole (using the institution's definition of disadvantaged). The definition of disadvantaged at the institution is somewhat broader than the SSS definition, however. Institution E probably would also be in compliance, because the SSS project is adding to the overall amount of service for at-risk students by making tutoring accessible to academically needy SSS participants (using the SSS definition of disadvantaged). Without the SSS subsidy, these students would probably get less service than other students because they could less afford to purchase tutoring on their own.[45]

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[44] Institutions commonly report as SSS participants only the sufficient numbers and correct mix of first generation/low income necessary to meet levels of service agreed upon in grant negotiations.

Reforming the Nonsupplanting Test

Given the new law, the ambiguities of current regulations, and the real world dilemmas of grantees and projects, it seems reasonable to review and revise the SSS nonsupplanting criteria. *Shifting to a criterion that expands services for disadvantaged students as whole is a reasonable federal goal. To do so, however, it is critical to make sure that the basic principle of nonsupplanting is maintained as well--i.e., that SSS grants add to available services (or resources) for students in need of additional assistance.*

The problem of determining compliance at Institution C points up the problems in adopting an alternative definition of disadvantaged student. Institution C is probably out of compliance with the notion of additive services for SSS participants because the remedial offerings for SSS participants are identical to those for other students, even though SSS participants are a large share of the students in the required CAI labs. To be in compliance, all students in developmental courses would have to be SSS participants. Then, using SSS funds to pay for required services would be acceptable since no identical service would be available. But given that Institution C is composed almost entirely of students needing developmental courses, this approach would effectively make SSS funding general institutional support. It would not limit extra support to a targeted subpopulation of disadvantaged students.

The situation in Institution C is not unlike that faced in other institutions. A growing number of SSS projects are located in institutions where SSS eligibility criteria do not discriminate; almost everyone qualifies under at least one of the main eligibility criteria. Often these are also institutions in which retention and completion rates are quite low and resources are scarce, so pressure to offer services to all students is great. There are two directions in which the SSS program can proceed.

Adopting Schoolwide Projects. Faced with a comparable problem--schools composed entirely or almost entirely of disadvantaged students--other federal education programs have developed the idea of schoolwide projects. Schools propose new interventions to improve student performance and show how federal funds will be used to supplement institutional or other resources in designing and carrying out the reforms. The goal of such efforts is that the performance of all participants (i.e., all or most students at the school) will improve. Federal resources are increased substantially, to allow supplemental services to be provided schoolwide, and the requirement to demonstrate that a limited number of specific students received additional service is removed.

While attractive, there are several concerns in using this approach in the SSS program. First, federal resources are unlikely to be increased sufficiently to provide services to everyone at an institution. After all, the justification for a schoolwide project is that all the students at an institution are needy and require the intervention. A schoolwide project should not provide a service designed to affect a limited number of students (such as CAI labs for students in freshman English courses) or offer a service to everyone but serve only a small percentage of students (e.g., 10 percent of the student body choose to take advantage of free course tutoring). A schoolwide project needs to provide services at levels capable of improving the performance of all or most students, because the justification for schoolwide projects is that everyone needs service.

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[45] It could also be argued that even SSS participants who could pay $5 an hour, are probably more likely to use tutoring if it is free.

Second, the SSS program would have to devise ways for institutions to show that SSS resources bought more services than the institution would have otherwise provided. While establishing the base level of institution resources is possible in the first year of a schoolwide service grant, this exercise becomes increasingly problematic in each successive year of the grant. How does an institution establish how much service it would have provided in the absence of federal funds in increasingly hypothetical situations?

Finally, if schoolwide projects were funded, and they were supported at higher levels than current projects, the SSS program would face a national dilemma. It would need a justification for making awards to any institutions without high levels of overall student need unless it had first met the full support requirements of the institutions where all or most of the students were SSS eligible. Given these problems, the schoolwide project approach would seem an unlikely strategy to address the issue of nonsupplanting.

Limiting the Target Group. *Alternatively, the SSS program can ask high need institutions to identify a limited target group with greater (or otherwise more specific), identifiable need and direct attention and resources to that group.* In so doing, SSS resources may be combined with those from other sources (although SSS funds can only support students who meet the SSS eligibility criteria in the proper proportions). The advantage to this approach is that it uses the very small resources of SSS, alone or in combination with other resources, in a more directed or targeted manner. At the same time, it allows for more flexibility in use of resources, much like schoolwide projects. With this approach, two important questions must be addressed: 1) how broad a definition of disadvantaged student is warranted? and 2) what constitutes a program to address the needs of these targeted students?

1. Limiting the target population. For some institutions, the SSS eligibility criteria are sufficient to isolate a relatively limited number of persons for additional assistance and serve them all. At some additional institutions, there may be more students that meet one or both SSS eligibility criteria than can be served, but there are simply no additional resources. As a result, only those in SSS projects receive additional services. Currently, if such a school used institutional funds in combination with SSS funds to address the needs of those not served by SSS (even if the students met SSS eligibility criteria) it could, conceivably, be penalized for so doing.[46]

Other institutions have programs providing greater than regular amounts of support services to students with somewhat different characteristics from those delineated in the SSS program. These students meet an institutional definition of disadvantaged student -- e.g., students in under-represented groups or students with academic qualifications somewhat below those of typical entrants. These programs may be funded by state categorical programs or have other sources of public or private support. As is the case with SSS, the criteria for participating in these programs limit eligibility. It is also likely that many students participating in these programs would qualify for participation in SSS using at least one of the two main eligibility criteria (first generation or low income).

Finally, most institutions (and almost all of these with SSS grants) offer remedial or developmental education. In some of those institutions, the need for such services is so widespread that being a developmental student would not provide a means to limit the target group.[47] In other institutions, however, developmental course participation is an effectively limiting criterion.

In order to accommodate the desire for coordination but ensure that SSS funds are used additively, *it is proposed that a working definition of disadvantaged student meet three requirements*:

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[46] This would be the case under the SSS participant service additivity notion. This discussion is framed hypothetically, however, because of the weak nature of the SSS regulations governing nonsupplanting.

[47] In some schools in our study an estimated 80-90 percent of incoming freshmen needed at least one developmental course.

1) The definition identifies a subgroup at greater (or more specific) risk than students in general at that institution;

2) The definition embraces only a limited number of students at that institution; and

3) The definition includes students meeting the SSS eligibility criteria, but in schools where most students meet the SSS criteria, the definition allows for further targeting of services.[48]

Each grantee would adopt a definition of disadvantaged student in relation to its institution that meets these requirements. The nature of the disadvantaged student group (or target group) would be proposed in the SSS grant application. Institutions could elect to focus on students at various levels of disadvantage. For example, some institutions may choose to focus on the students with the greatest academic need, while others may target students most likely to succeed with the level of resources for support services available to the institution. The 1991 amendments have added transfer from a 2- to a 4-year college to the SSS program's goals. Some 2-year institutions may wish to focus on students not currently likely to transfer who could become transfers with relatively small amounts of additional assistance. While the SSS program cannot specify or mandate basic levels of support service, it can ask institutions to describe those levels and explain how the SSS resources (or SSS and other additional resources for participants) will be used to build upon services that are generally available.

2. Establishing a Programmatic Approach. The 1991 amendments also take the position that disadvantaged students should be served through *programs* targeted to their needs. To meet that objective, it is recommended that once the disadvantaged group is defined and the support services outlined, the SSS funds (and other sources as well) should be administered through programs. Programs for disadvantaged students are *entities providing services* aimed at decreasing the target group's risk of noncompletion. An organized entity might be one that has a director, a staff, an office, or other characteristics that provide it with a separate identity on campus. SSS funds, per se, can only be used to support students who meet the SSS eligibility criteria in the proper proportions. *The program of services may be offered through a separate SSS project, or SSS funds may provide part of the support for a larger project, provided all the students in that project meet the institution's (limited) definition of a disadvantaged student.*

Support services to the disadvantaged population may also be provided by multiple projects. For example, although SSS participants may be only a portion of the disadvantaged population at an institution, the SSS project maintains a separate project identity, as do other projects at the school. It is important to retain institutional flexibility on this point. Providers at some institutions have indicated that there is a pedagogical or psychological advantage in enabling students to identify with relatively small student services organizations. At other institutions there are pressures for economies of scale, with special projects pooling resources for all or some services.

The Impact of the Change in the Real World

Returning to the unresolved real world dilemmas, Institution C would need a definition of disadvantaged student that "targets" in a manner that limits eligibility and justifies the additional services to be in compliance with the limited disadvantaged group approach. It must demonstrate that funds are used to increase the likelihood that the targeted group completes college. It must also demonstrate that funds are used to extend the overall amount of service available to the group of disadvantaged students it has identified. If students in developmental courses were a sufficiently limiting definition of disadvantage at the institution to be credible and to ensure that additional resources were adequate to meet its educational needs, that targeting the approach would be sufficient. If not, the institution would probably need to further refine its target group.

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[48] As noted previously, SSS eligibility is a framework for selecting participants. It is not an entitlement, as it is acceptable (and common) for persons who qualify not to be served because the eligibility category (e.g., first generation) is full or because the program is full.

Readers may observe that a limited definition of disadvantage would be more likely to curtail the use of SSS funds for instructional (or other widely available support) services at open enrollment institutions while making such support possible at selective institutions. At the same time, open enrollment institutions tend to have needier students or lower per-student fiscal support. These observations are probably accurate, but the alternative to limiting the use of SSS resources to a relatively small target group is to acknowledge that funds really constitute general institutional support. SSS funds are so limited that under such an untargeted approach they may be spread too thinly to have any effect. Further, it can also be argued that an institution that establishes an open enrollment policy also makes a commitment to provide a basic level of service to enable entrants to become academically proficient. Otherwise, open admission is a cruel hoax.

The biggest remaining problem is at Institution A. Under the "additivity of services for SSS participants" approach, one way for this institution to come into compliance is to invent a totally new service for the exclusive use of SSS participants. Unless an obvious candidate service presents itself, however, the school might well develop a peripheral service simply to meet the nonsupplanting rule. Under the concept of additive services for targeted disadvantaged students, however, Institution A could establish an overall definition of disadvantaged, establish a baseline of institutional support for support services, and then apply SSS and institutional support to the additional services for that group. Alternatively, it could use the SSS eligibility criteria alone as the definition of disadvantaged student.

The key point is that additional assistance must be provided to those in greater need than students as a whole. Given that the SSS project has been an innovative force at the school, one possible approach might be for the project to continue to pursue that innovative role. It could try a new (or more intensive) approach to retention and completion with the disadvantaged subset of students, perhaps in conjunction with an evaluation by institutional researchers. The project could provide a link between the campus and research on best practices. Carrying out this role might require the project staff to seek technical assistance and some waivers from the federal office, but the result would be a continuing leadership role for SSS at the institution. This demonstration role for SSS is described in detail later in this chapter.

Meeting SSS Participants' Financial Needs

Background

Meeting the full financial need of participants has been a goal of the SSS program for well over a decade.[49] The 1980 amendments required grantees to assure that "...each student enrolled in the project will receive sufficient financial assistance to meet that student's full financial need" (Sec.417[d]). Many SSS staff and program advocates urged the adoption of this provision in the hope that it would encourage institutions to make aggressive efforts to help SSS participants, perhaps more aggressive even than those on behalf of other students.

In the 1992 reauthorization, this provision was amended. Grantees are now required to assure that "...each student enrolled in the project will be offered sufficient financial assistance to meet that student's full financial need (Sec. 204D[c][6]9). The change in language was due, in large part, to a realization that the full financial need requirement had gone from being seen as a wedge to increase financial aid opportunities for SSS participants to a yoke around the collars of project staff and institutional officials. Many institutions were unable to meet participants' full financial need under any circumstances. Others could not meet the requirement without participants incurring substantial loan indebtedness, which the institutions discouraged and the students usually declined. These institutions will no longer have to worry about compliance. Even in institutions that cannot even offer loan aid that meets full financial need, project staff realize that the new provision is an admission that the previous policy simply did not work.

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[49] Institutions set need levels based on estimates of the costs of attending that institution (tuition, books and expenses, living expenses). The costs at the same institution may be different for dependent and independent students, students living on campus or off, etc.

But the objective that spurred the adoption of the original provision may have been lost in the policy change. The 1980 goal was that institutions should make the best effort they could to meet the financial needs of project participants. By accepting federal funds, an institution indicates a commitment to provide SSS participants with greater help than that offered to other students to succeed in school. Since a majority of SSS participants will be from low-income families, why not also make a greater institutional commitment to meet their financial needs? *Unfortunately, the new provision deals only with the outcome* (i.e., putting more resources in student hands) *but overlooks the objective of influencing the institutional role (i.e., bringing about policy changes that would increase the financial aid priority of SSS participants).*

This distinction is important because of the findings of the case studies conducted as part of this study. We visited projects and institutions when they were still operating under the 1980 provision. *What we found is that while many institutions could not meet students' full financial need, institutional decision making on a range of aid award criteria other than student financial need were critical to the package that each student received.* Even if SSS participants at a given institution could not obtain packages that met their full financial need, they could still obtain packages that were more (or less) attractive than those provided to other, comparably needy students--in terms of total dollars, work requirements, and repayment requirements. This section summarizes our findings and makes recommendations for future policy initiatives.

The Choices Institutions Make

Institutions make a number of basic decisions about financial aid award procedures that affect the likelihood that SSS participants will receive assistance (see Exhibit 9-1). First, institutions decide whether awards will be made strictly on a first-come, first-served (fc/fs) basis, or whether other criteria will be used or added. Some schools have strict fc/fs policies, awarding institutional aid in order of application until the funds are depleted. Others adopt fc/fs within some general timeline, such as a 2- or 3-month window during which all applicants are considered equally, followed by a fc/fs policy until funds are gone. Some schools use a fc/fs policy but hold a limited amount of aid aside for late applicants who meet particular need or other qualifications.

Strict first-come, first-served policies put considerable pressure on students to make early decisions about which school they plan to attend and to get all necessary applications and documentation submitted quickly. SSS project staff point out that SSS participants are more likely than other students to make late initial decisions about attending college or getting proper financial documentation. As a result, they are at a disadvantage in obtaining financial aid. This is particularly true with respect to open admission institutions and others that permit students to simply show up when school starts and register for the semester. By the time the student decides to attend, financial aid is exhausted.

Many of the projects visited offer workshops to help students apply for financial aid or work one on one with students to fill out financial aid application forms and obtain documentation. Almost all the projects visited pointed out that SSS participants face difficulty in applying for aid, particularly dependent students whose parents must supply the proper tax records or other documentation necessary. Further, SSS assistance in applying for aid is likely to take place after the student is already participating in SSS, which means that an initial opportunity to apply for financial aid may already have been missed.[50]

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[50] In the past, a student who wished to participate in SSS in October could not, in theory, participate if he or she had not received financial aid adequate to meet full financial need for that semester.

Exhibit 9-1. Institutional and SSS role in meeting full financial need

Institution, enrollment undergraduate admissions policy	Institutional policy and effects (schools with low rates of aid indicated)	Outcomes for SSS participants, SSS project role
Four-year, public, 4,343 HC, 82% full time, moderately selective	Fc/fs. Need ranked (high, medium, low). School may meet FFN for highest need applicants who apply early. State grant program, school just started First Generation Scholarship Program that may benefit SSS participants (SSS had role in development).	School doesn't supply data to project on percentage of participants for which FFN has been met. Participants get some priority if they apply on time, but most don't get FFN met.
Four-year, private, HBC 3,500 FTE, 95% full time, liberal admit	FFN usually not met. Officials say imbalance of loans and grants overall.	Project important in determining financial aid of participants. FFN met for participants if they apply on time and parent information is obtained.
Four-year, public, 14,117 FTE moderately selective	Institution must cover FFN of special admits (special state funds available since 1989-90), otherwise fc/fs.	FFN can usually be accomplished because most SSS are special admits; project believes federal rule also helps. Project also tries to get less loan or w/s to grant for first year students.
Four-year, public, 5,130 HC, more than 80% full time, traditional admit	FFN generally met. Special (state) grants program for minority students, nontraditional students, American Indians. Earliest applicants get less loan, more grant. School trying to accommodate EOP applicants with later aid application deadline.	Project plays no role currently, but concerned about future ability of school to meet FFN.
Two-year, public, 8,000 HC, 69% part time, open admit	Low tuition so low application rate; only 18-20% of study body get Pell. Nonetheless, substantial increase in applications in past two years.	Because so few apply for aid, federal policy not a problem. No difference in aid for SSS participants.
Two-year, public, 7,890 HC, 65% part time, open admit	Fc/fs, most need met for earlier applicants, less for later ones. Low application rate--16% get some aid.	FFN generally not met for participants, but project plays no role in institutional decisions.
Four-year, private, 1,598 HC, 75% full time, liberal admit	Fc/fs. Meeting FFN is attempted for campus residents, also some attempt to keep loan rates down.	Aid decisions made before students join SSS (SSS is freshman program). Project makes some attempt to keep higher balance of grants to loans for participants who stay beyond one year, FFN may not be met.
Four-year, public, 1,350 HC, 84% full time, liberal admit	SSS get priority in having FFN met but no information provided on effect; also, 20% of aid set aside for minorities.	Project monitors FFN priority of SSS participants, but FFN can't always be met.
Two-year, public, 3,570 HC, 70+% part time, open admit	School issues no loans because it had a high default rate. School reduced unmet need by revising downward its estimate of costs of attending. Students who repeat developmental courses cannot count those credits toward aid.	For SSS participants who apply, 97% of FFN met (rate improved since revision in estimate of costs of attending).

NOTE: Most narrative information is for the 1990-91 school year.

Exhibit 9-1. Institutional and SSS role in meeting full financial need--continued

Institution, enrollment undergraduate admissions policy	Institutional policy and effects (schools with low rates of aid indicated)	Outcomes for SSS participants, SSS project role
Two-year, public, 14,120 credit, 64% part time, open admit	Fc/fs, attempt to minimize loans to freshmen and high risk students. Few apply--only about 18% get assistance	SSS status not known at time of applying for aid, so project doesn't play role.
Four-year, public, (2-year programs); 819 HC, modified open admit priority urban, disadvantaged	FFN difficult to meet. Special grants available for disadvantaged and minority students, gift grant beyond Pell thru SEOG (is 55% of grant aid currently)	Meeting FFN for participants is a problem even with the institutional minority financial aid program.
Four-year, public, 34,634 HC, most full time; selective	NA	No differences in package for SSS participants
Two-year, public, 1311 HC, 66% full time, open admit	Fc/fs, FFN seldom met. Early applicants likely to get grants and work study, later applicants more likely to get loans. Minimum GPA for aid now 1.25, likely to increase.	No special policy for SSS participants.
Four-year, public, (2-year programs), 4773 HC, 70% part time, open admit	Fc/fs, only about a third of eligibles apply--only 16% of students get aid. Try to keep students to one loan and try to meet needs of SSS students without work/study.	Meeting FFN is a problem, although SSS get some priority for grants (as opposed to work-study)
Two-year, public, 12,881 HC, 66% part time; open admit	All students are treated the same. Pell/SEOGs awarded first, then if additional need work/study or GSL.	No difference in package of SSS participants, but costs of attending are low so project does not consider failure to meet FFN a problem
Four-year, private, 3,200 HC, high part time, liberal admit	Students in EOF eligible for state grants that pay 40% of aid need, but SSS participants are generally not EOF.	FFN not met for participants. Project does not consider meeting it desirable even if it were possible, as it would mean that students would have to assume large loans.
Four-year, public, HBC, 3,449 HC, 85% full time, modified open admit	School tries to provide 60% from grants and 40% from loans and/or work-study. Upper division students get more loans to grants 50/50. In general, school meets 80-85% of need.	SSS students treated like everyone else; program has no special relationship with financial aid office. Biggest problem in meeting need is for students who enter program after start of year.
Two-year, public, 2,966 FTE; open admit	Fc/fs. Currently 50% grant and 50% combination of loan and w/s. About 25% of those who receive aid have FFN met. To meet FFN of all would require triple the current financial aid budget. Those who apply for aid are likely to be older, single parents, minority.	No difference in package for SSS students, although they do go to the top of the financial aid waiting list. Nonetheless, FFN not met.

Exhibit 9-1. Institutional and SSS role in meeting full financial need--continued

Institution, enrollment undergraduate admissions policy	Institutional policy and effects (schools with low rates of aid indicated)	Outcomes for SSS participants, SSS project role
Four-year, public, 8,154 HC, 94% full time, selective	FFN met, but concern about ability to do so in future. Minorities and in-state residents get more attractive packages. For example, out-of-state minority freshmen offered more attractive financial package with only 16% loan (39% for other out of state freshmen). Fiscal pressures may change policies.	SSS plays no role in choices although FFN met. Concerned about future.
Two-year, public, 6,500 HC, 60% full time; open admit	Generally, fc/fs, best possible award is combo of Pell, SEOG, w/s and state grants that's about 67% of need (would still need 1/3 loan). Students in state EOP program do best (few are SSS) but FFN not often met.	No special policies for SSS participants, and because many are single parent families meeting their FFN is out of the question.
Four-year, public, 6,639, 80% full time, open admit	Institution could meet FFN by offering large loans which many students reject.	No special policies for SSS participants.
Four-year, public, 6,602 HC; 74% full time; relatively selective	Try to meet FFN without loans for high need freshmen and sophomores (EOP students, many are also SSS) who apply early--special state program. EOP students must assume large loans thereafter, and attrition highest in junior year.	No special policies for SSS, but FFN generally met for freshman/sophomore years for those SSS who are also EOP (most participants).
Four-year, public, 17,460 HC, 72% full time, moderately selective	Fc/fs. Highest need group applying early stands best chance of having FFN met.	SSS program succeeded in getting a First Generation Grant Program for UB grads that pays tuition and fees for 10 semesters. Coordinates with financial aid office as it makes several "passes" through highest to lowest need groups in Spring.
Two-year, public, 13,000 HC, 52% full time, open admit	Various state aid programs as well as federal. School meets roughly 85% of need for dependent and 60% for independent students. High levels of need overall mean that FFN simply can't be meet. (Best packages for EOP students)	No special policies for SSS participants.
Four-year, public, 11,575 HC, 58% full time, open admit	Fc/fs. Estimate meet 60% of FFN for dependent students with 40/60 grant/loan mix (10 years ago the mix was 60/40). Concerned about student indebtedness and actively discourages the loans need to meet FFN.	No special policies for SSS participants.

Exhibit 9-1. Institutional and SSS role in meeting full financial need--continued

Institution, enrollment undergraduate admissions policy	Institutional policy and effects (schools with low rates of aid indicated)	Outcomes for SSS participants, SSS project role
Four-year, public, 25,480, 66% full time, moderately selective	Equity packaging philosophy--high need freshman and sophomore EOP students get best package with state EOP grant aid (SSS are rarely EOP). Overall package 48/48/4 (w/s) with a variety of state as well as federal grant aid. FFN is met (or nearly met) for high need dependent commuters.	No special policies although good coordination with financial aid office. SSS students rarely EOP and encouraged to live on campus which means less likely than some others to have FFN met.
Two-year, public, 829 HC, 53% full time, open admit.	Pell is distributed fc/fs, then w/s, then loans, then SEOG (to independent students). Students often decline w/s because it affects food stamp eligibility. Students are very poor, many are single parents and school simply does not have the resources to meet their FFN. School discourages loans because of default rate of 19%.	No special policies for SSS participants.

Key:
fc/fs = first come, first served
w/s = work-study
FFN = full financial need
HBC = historically black college
UB = Upward Bound
EOP = educational equity/opportunity or other related program
HC = head count
FTE = full time equivalent
NA = not available
EOF =

SSS projects that focus heavily on the freshman year have encountered particular difficulties in ensuring that participants obtain financial aid or have their full financial need addressed.

Within the first-come, first-served framework there are also various ways in which institutions classify student need. Some schools assess each student's need individually and make an award, but others classify students into need groups (typically high, medium, and low). These schools have policies with respect to what percentages of need the school will attempt to meet for students in each group. Or they may have policies about the types of aid they will provide to students in each of the groups. For example, a school may attempt to meet 80 percent of need for students in the high need group, and 60 percent of need for students in the group with medium need. Or, it may try to provide a combination of 60 percent grant aid and 40 percent loan aid to students in the high need group but only 50 percent in grant aid to students in the group with medium need. School-level discretion with respect to campus-based federal assistance as well as additional state grant programs enables institutions to make these alternative aid "packaging" decisions.

The need group approach has some effects for SSS participants. Although a majority of SSS participants who apply on time are likely to be placed in the high need group, not all participants who apply for aid may be placed in that group. Students who are eligible for SSS based on first generation status or handicapping condition status alone and who apply for financial aid may not be in the high need group. And while low-income SSS participants are certainly poor by national standards, in some schools with very large low-income populations some of these students may not be considered among the neediest. As a result, SSS participants do not always qualify for the high need group.

Occasionally, institutional and SSS staff may disagree about the composition of the best package for high need students. The difference appears to occur most often with respect to college work-study. Schools differ with respect to whether they consider work-study assistance preferable to loan assistance, particularly for freshman students with lower than average high school achievement. Schools that consider any form of aid that does not have to be repaid preferable to a loan will offer work-study before campus-based loan options. Students at these schools who decline work-study may not be able to receive campus-based loans. Some SSS project staff advise participants to avoid work-study, however, so that they can devote more time to studying. Other SSS projects encourage students to seek work-study, arguing that it keeps a student on campus and builds his or her attachment to the institution. Sometimes SSS participants will decline work-study assistance because the income they receive from working affects their eligibility for food stamps or other income-based assistance.

Schools also make aid decisions that demonstrate preferences for particular student living arrangements. Some schools attempt to meet a greater share of the financial need of dependent students who live on campus, while others emphasize meeting the needs of dependent students who live with their parents. Because they are poor, SSS participants are probably more likely not to have the resources to live on campus and so would tend to benefit more from policies that put greater emphasis on meeting the needs of commuters. At some schools, they would also benefit from policies aimed at greater aid to independent students (see discussion of single parents, below). At one largely commuter school we visited, however, the SSS project encourages SSS participants to live on campus in order to be more involved in campus activities.[51] Because that school does not emphasize the financial need of dorm residents, however, SSS participants incur greater loan indebtedness than commuters or wealthier students living on campus.

Finally, a sizeable minority of the schools included in the study offer more aid (or more grant aid in relation to loans) to students who participate in state or institutional EOP or other special admit programs or in programs for underrepresented ethnic or racial groups. Often, but not always, these aid decisions are based upon state policies. One public 4-year institution is required by state law to meet the full financial need of all special admit students. Because most of the SSS participants at this school are also special admits, their full financial need is met, although the project director believes the federal rule helps as well.

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[51] This project also discourages freshmen from using the work-study option.

At other schools, however, SSS participants are not EOP participants, and hence do not receive the attractive packages made available to EOP students with comparable financial need. At some schools SSS is designed to be a program for students not in the EOP program because they are not eligible (reasons for not being eligible might include not being a member of an underrepresented group, not entering the institution as a freshman, not being a state resident, or simply failing to apply for the EOP program). As a result, SSS participants do not qualify for the additional grants or better packages available to special admit program participants. At one school, for example, EOP freshmen who are from low income families receive additional grant aid of up to $1,000 a year compared to other in-state students. In addition, they are eligible for additional book aid and emergency grants. At another school, out-of-state minority freshmen receive an aid package in which loans account for only 16 percent. Other out-of-state students receive a package in which loans account for 39 percent, and other in-state students receive a package in which loans account for 31 percent. In this case, some SSS participants are members of minority groups and, thus, qualify for the better package. Most, however, are not.

The point is not that non-SSS students should not receive additional assistance; rather, *institutions not only do not meet the full financial need of SSS participants but some also exclude many or all SSS participants from state or other publicly funded aid packages provided to comparably financially needy disadvantaged students.* This policy approach does not appear to be in keeping with the spirit of the SSS legislation.

An Alternative Approach

There may be ways in which federal legislation could directly encourage favorable financial aid awards for SSS participants, even when full financial need cannot be met or can only be met through very large loans. For example:

- *Additional grants or better packages associated with state or institution-based EOP programs could be extended to comparably financially needy SSS participants.* Extending the programs to SSS participants could be made a condition of the SSS grant award. One point to be resolved would be how to address SSS participants who are not state residents in cases where residency is a condition for EOP participation.

- *In institutions without formal EOP programs but with better packages for students from underrepresented or other special groups, those packages could also be extended to comparably needy SSS participants.* SSS participation could be made contingent on providing comparably financially needy SSS participants with the best package typically available at the school.

- *Where no special programs exist, low-income SSS participants could be treated as high need students for purposes of awarding federal aid.* Or, specific federal grant awards could be designated for them. It should also be noted that two schools in our study have introduced special first generation student scholarship programs.

In any case, if SSS students are able to obtain better packages, the continued receipt of the aid package could be made contingent upon project participation. This policy could also create a powerful incentive for students to remain in the SSS program.

For some SSS participants, the best package approach may also be preferable to the full financial need approach. This is most true for the most financially needy SSS participants, such as single parents. These students need tremendous assistance to meet their full financial need, considerably more than any institution is probably prepared to provide. Offering these students loans sufficient to meet that need would either result in massive indebtedness or be rejected by the student. A "best package available" approach for such students makes more sense.

Finally, it should be pointed out that schools differ with respect to how attractive their best packages may be. At one school, for example, EOP students qualify for grant aid that meets their full financial need as freshmen and sophomores, but they must then assume large loans as juniors and seniors. As a result, attrition at the junior level is relatively high. If a policy to make best packages available to SSS participants is adopted, project staff may want to review the packages and may identify conditions under which specific modifications for SSS participants could be negotiated (in this case the SSS project might argue for a small amount of loan aid initially to offset the need for large loans in the junior year).

Project Evaluation and Student Performance

SSS projects are responsible for setting goals and monitoring the achievement of those goals. Such goals typically establish the numbers of persons project staff intend to serve, the general amounts of service they will provide, and the performance they expect that participants will demonstrate. Project staff told us that goal setting usually takes place when the project prepares its 3-year proposals for submission to the U.S. Department of Education, and monitoring the achievement of goals is conducted when projects complete the annual performance reports required by the Department. This section of the report outlines the kinds of goals that SSS projects establish and suggest ways in which setting goals and measuring progress in meeting the goals (or accountability) could be strengthened.

Service Provision Goals

SSS projects are responsible for meeting the participation and service delivery requirements of their grants. These requirements include serving only students who are eligible (and in the correct proportions). They also include providing the service mix indicated in their proposals. Projects are expected to complete and maintain the documentation necessary to demonstrate that the appropriate students are served and the services are delivered.

The participant numbers and service provision goals are proposed in applications and specified in the grant awards. Awards usually indicate the number of students that will receive each service, although not all proposals indicate the intensity of the proposed service for recipients. Some proposals do specify, however, how often a participant is likely to make use of a service (e.g., participants are expected to obtain counseling twice each semester). Some projects also indicate service delivery goals that do not directly affect students--such as hiring or training staff, obtaining additional financial support, or conducting an evaluation. These process goals for organizing or administering projects are not included in this discussion.

For each project, then, specific service delivery goals include some mix of the following:

- The number of students to be served. All projects have overall participation goals. Many projects also indicate the number of new participants to be recruited or specify the number of participants by academic year. The number of participants is often a key point of negotiation in grant awards.
- The services, and the number of participants by type of service. While all projects indicate the services they will provide, most, but not all, indicate the number or percentage of participants that will receive each service.
- The level or intensity of service. Only a few projects establish goals for average or typical amounts of service that will be provided to participants. Some projects have goals that are markers to indicate services have been provided (e.g., a given percentage of participants will complete needs assessments, declare

majors, or develop career plans by the end of the academic year).

Student Outcome Goals

Although demonstrating that services are delivered is important, the essential outcome for SSS projects is that they positively affect the academic performance of participants. All the projects included in the study set at least one student performance goal in their 3-year plans. Goals fall within four broad areas: grade point averages/ academic standing, college retention and completion, direct impact of SSS services, and enrollment in additional education. Projects differ considerably, however, with respect to the nature, extent, and difficulty of the goals they set.

To understand the goals, we reviewed the goal statements in the 3-year grant proposals submitted by projects included in the site visits. We noted each measurable student outcome goal indicated by a project (Exhibit 9-2). We also noted institutional information on student retention and completion made available to case study staff during their site visits or gleaned from college guides. Some projects also included goals that were imprecise or impossible to measure--even though they were stated in numerical or other supposedly measurable goals. For example, a project might say that it would improve retention by 20 percent without indicating previous retention levels or the period over which retention would be measured. We have noted only the measurable goals.

The most common measurable outcome goal is a particular grade point average (GPA) to be attained by a percentage of participants, usually at the completion of their first year of project participation. GPA goals are generally modest. The most common GPA goal is 2.0 for 70-80 percent of participants after 1 year. In addition, several projects indicate a percentage of students that will be in good standing at the end of the year. This is roughly equivalent to setting a GPA goal, but it should be noted that, in some schools, students may be in good standing with less than a 2.0 GPA until the end of the sophomore year. In a few instances, goals are stated in a manner that does not indicate whether the GPA is intended to be an average for all participants or a floor below which no participant will fall.

School retention and/or completion goals are also set by most projects. These goals include rates for retention to the end of the current year of participation, retention into the next school year, retention rates for participants at several stages in their education, and graduation rates from the institution. A few projects do not set specific graduation rates, but indicate that they will match or exceed the institution's overall graduation rate.

Unlike the GPA goals, some of the retention and graduation goals appear to be extremely ambitious, while others are quite limited. The SSS project at one community college indicates that it intends to graduate 85 percent of participants. At a 4-year college, the SSS project indicates it intends to graduate 50 percent of all first-year participants, although institutional data from this school indicate a 6-year overall completion rate of around 25 percent for first-time freshmen. Another school sets a 75 percent completion level, despite the school's overall 5-year completion rate of around 50 percent. Other schools have modest goals, however, such as those at community colleges that set graduation rates at 10 or 15 percent of participants.

Only a few projects limit their goals to the direct impact of project services. The most common goal related to SSS-provided services is that students will pass the courses for which they are tutored. Almost half the projects include at least one goal related to their tutoring services. Only two projects limit their student outcome goals to this item, however. In addition, about half of the projects that offer courses as a project service indicate that a particular level of performance in those courses is a project goal. There are considerably fewer goals directly related to counseling. Two projects indicate specific assessment tools that will show a particular level of change in adjustment to college, self-esteem, or other measures of counseling effectiveness. A few projects also indicate that declaring a major

Exhibit 9-2. Institutional retention data and SSS student performance goals

Institution	School retention information (from case studies)	SSS student performance goals (from 1989 proposals)
Four-year, private college; 63% full time, liberal admit	Five-year grad rate 46% for '85 freshmen as a whole, with 7.5% still attending.	- participants in tutorial services will maintain 2.0 GPA in the tutored subjects. - at least 100 (of approx. 130) SSS participants will maintain 2.0 GPA. - 80% of 25 freshmen recruited each summer will be retained thru graduation in 5 years. - 80% of 25 freshmen or transfers recruited each fall will be retained thru graduation in 5 years. - retain 90% of fresh. participants and enroll them in specific core sophomore courses. - retain 80% (36) of sophomore students. - retain 100% of junior students. - enroll at least 10% of grads in grad school within 2 years.
Four-year, private, HBC, 95% full time, liberal admit	No printed retention/completion information. Told 45% graduate in 5 years, but actual enroll. data show substantial drop off in numbers of students after fresh year (fresh: 45%; soph: 22%; jr: 14%; sr: 19%). Enrollment does not appear to have changed much in past two years.	- 75% of participants in developmental reading will receive credits & reenter the regular academic sequence by 5/4/91. - 48% of participants in developmental math will receive credits and reenter the regular class by 5/04/91. - 60% of tutorees will receive a C or better in tutored subjects. - 50% of participants will make satisfactory progress. - 60% of participants will have an increased level of personal adjustment. - retain 90% of fresh participants in specific core sophomore courses in English and math. - 25% graduation rate for participants (SV).
Four-year, public university, 94% full time; selective	School reports lower 2-year retention rates than 6-year completion rates for most classes. Data questionable.	**- Retain and graduate participants at rates equal to or better than their cohorts at the institution.** - 95% of participants receiving writing skills assistance who attend 80% of their scheduled appointments will complete English I (Written Comp) with 2.0 GPA or better. - 85% of participants receiving learning skills instruction who maintain 80% attendance will receive a combined 2.0 GPA or better. - 80% of those who attend at least 6 SI sessions per semester will receive grades in the corresponding course which are higher than the class average. - 70% of those who receive tutors prior to the 4th week of classes and maintain 80% attendance will get 2.0 GPA or better in the tutored subject.
Two-year, public college, 65% part time; open admit	No institutional retention or completion data available. SSS estimates 17% graduate, about 60% return from fall to winter quarter. (CG shows a # of associate's degrees in '88 equal to about 6% of enrollment #)	- 80% of participants will maintain above 2.00 GPA in 1991-92 (later changed to 85%-SV). - 50% of participants enrolled in transfer program will maintain a quarterly GPA of 2.50 or above. - 70% of participants in 1991-92 will complete the academic year (later changed to 65%-SV). - 15% of the 1991-92 participants will graduate by 8/31/92. - 35% of 91-92 transfer participants will enroll in 4-year colleges for Fall Quarter of 1992 (later changed to 26%-SV).

NOTE: College guide information is indicated by the designation "CG." Additional goals that were identified during the site visits are noted with "SV." SSS goals related to institutional performance are indicated in **bold**.

Exhibit 9-2. Institutional retention data and SSS student performance goals--continued

Institution	School retention information (from case studies)	SSS student performance goals (from 1989 proposals)
Two-year, public college; 64% part time, open admit	Site visitor obtained no information. CG says 57% retained from fresh to soph.	- 75% of participants will receive tutoring and complete the course with a C or better.
Four-year, public university, 82% full time, moderately selective	From institutional data: less than 25% of first-time undergrads complete in 6 years. Roughly 60% fresh to soph retention (data for four years provided). CG reports 50% completion rate.	- at least 50% of participants will attain a 2.25 GPA after completing the first year of program - 60% of participants will attain a 2.5 GPA after completing two years in the program - retain 60% of first year participants thru 2nd year of program participation - graduate 50% of all first-year participants
Four-year, public university, 66% full time, moderately selective	Fresh to soph. retention av. 75% over 5 classes in mid-'80s, 7-year grad rate 37.7% (includes transfers to other schools in same system).	- serve 75 LEP participants and attain a 65% passing rate by 8/31/91. - attain a 70% passing rate on [writing exam for grad.] for 70% of those who attend prep. workshops, and a 60% passing rate for those who receive individual tutoring for the exam. - attain a 60% passing rate on the [English exam] for those who attend prep. workshops and a 65% passing rate for those who receive individual tutoring for the exam. - attain a passing rate of 70% on the [teacher exam] for those who attend prep. workshops and a 65% passing rate for those who receive individual tutoring for the exam. - attain a 60% passing rate on the [developmental math] exam for those attending prep. workshops, and a 65% passing rate for those receiving individual tutoring. - attain a 60% passing rate for [math test for teachers] for those in prep. workshops and 65% passing rate for those in individual tutoring. - provide tutoring to 75 disabled students and achieve a 65% retention rate.
Four-year, public university, moderately selective	Site visitor unable to obtain information on retention and completion. CG says 50% of entering class graduate, 76% retained from fresh. to soph. year.	- retain at least 75% of fresh participants thru the first year and at least 60% thru the 2nd year. - at least 60% of participants will graduate. - 65% of participants will have 2.0 GPA at the end of each year - at least 85% of participants in the career decisionmaking class will earn a C or better grade in the course.
Two-year, public college, open admit	For fall '86 entrants, 15% graduated and 15% still enrolled in Spring '90. based on retention study.	- 50 (of 70) participants in the transfer initiative participants will transfer to 4-year schools within 8 semesters. - 75% of transfer participants will remain at 2.5 GPA at school - 50% of transferees will maintain a 2.0 GPA or better for the first two semesters at the receiving institution. - retain 80% of participants from fall to spring semester and retain 60% of participants from spring to fall semester.
Two-year, public college, 69% part time, open admit	1989 data: 9.4% graduation rate, 16% transfer rate.	- 60% of transfer initiative participants will matriculate at 4 year institutions.

Exhibit 9-2. Institutional retention data and SSS student performance goals--continued

Institution	School retention information (from case studies)	SSS student performance goals (from 1989 proposals)
Four-year, public university, 80% full time, open admit	Retention fresh to soph. 57-66%; Data on 4- and 5-year completion rates incomplete.	**- The institutional attrition rate will be decreased by 3% by assistance provided to 400 participants in SSS.** - 60% of participants will complete the year with a 2.0 GPA or better. - 50% of participants will earn at least 1.5 GPA at the end of the 1st semester and 2.0 GPA at the end of the 2nd semester. - The reading levels of participants in the reading/study skills courses will be increased by one grade level at the end of one semester [pre-post test specified]. - Math competencies of participants will show an increase of 1 grade level at the end of 1 semester as measured [pre-post test specified]. - Positive self-concept will improve 10 points on a [pre-post test specified] for participants in counseling component.
Four-year, private HBC, liberal admit	no data available	- 80% of participants will be retained thru the 2nd year. - 90% of participants in basic skills instruction will improve their GPA by 1 letter grade by completion of their 1st year. - 80% of the graduating seniors expressing a desire for graduate studies will be successfully placed. - 65% of SSS participants who graduate will engage in careers in which minorities are traditionally underrepresented.
Four-year, public university, mostly full time, selective	Fresh. class of '83: 67% grad rate in 7 years--45% for blacks; fresh. class of '85 lower. Depending on year, 88-90% retention fresh to soph.	- 70% of participants will maintain a 2.0 GPA. - 80% of participants will be retained thru the first 6 quarters. - 55% of participants will be retained thru graduation. - Project will seek to increase by 20% the enrollment of program graduates into graduate and professional school.
Four-year, private university, 75% full time, liberal admit	School reports percentages retained to senior year: average 41% retained to senior year in freshman classes '83 to '86. (CG: 61% of fresh. retained to soph.; av. 40% graduation rate.)	- achieve a yearly retention rate of 70% among freshman and sophomore participants and a 90% rate among junior and senior participants. **- achieve a 4-year retention/grad. rate equal to or greater than the institutional rate which is usually 40%-45%.** - 85% of the yearly participants will be in good academic standing. - 10% of participants will accepted into graduate school. - 80% of the participants in learning skills courses will attain a 2.0. - 90% of participants will pass their individual learning skills courses. - 75% of participants will earn a "C" or better, and 90% will pass their tutored math classes. - 75% of participants will earn a "C" or better, and 90% will pass their tutored science classes.
Primarily 2-year, public college, 70% part time, open admit	45-50% annual retention based on recent study by admissions director.	- retain 80% of participants thru first year. - 60% of participants will complete their academic programs. - 80% of participants will achieve 2.0 GPA or better.

Exhibit 9-2. Institutional retention data and SSS student performance goals--continued

Institution	School retention information (from case studies)	SSS student performance goals (from 1989 proposals)
Four-year public university, 80% full time, traditional admit	Two-year retention averages 58% (but increasing over time. Completion rates for 4, 5, 7 years given--a little less than a third graduate by 7th year.	- 85% of participants in developmental course work will earn a grade of C or better. - 70% of participants in tutoring will complete the course for which they were tutored with a grade of C or above. - 70 high-risk project participants will be admitted; the retention rate for these students will be as least 90% of the rate for all other students.
Two-year public college, open admit	No retention or completion data available to site visitor	- 85% of participants will be retained thru graduation - 75% of those retained will attain a minimum of 2.5 GPA.
Two-year public college, 69% part time, open admit	No retention or completion data available. About 8,000 students at downtown campus and about 750 degrees and certificates last year.	- 75% of participants will successfully pass the courses in which they were enrolled their first semester. - 85% of participants will be retained at school from fall to spring each academic year. - 10% of participants will graduate from the institution or transfer to a 4-year college each academic year. - 85% of participants will be in good academic standing at the end of May each academic year. - At the end of the academic year, participants will have an average GPA of 2.25 or better.
Two-year, public college; 70+% part time, open admit	Fall to spring semester 1991 retention 67%, slightly higher for full-time students. No completion data available. Told all recent grads had graduated within 6 years of starting and that 6% transfer to 4-year schools.	- 75% of participants enrolled in basic skills instruction courses will attain a competency level of 70% in developmental math and 75% in developmental English within 2 semesters. - 75% of participants will be retained to second semester. - 70% of participants will be retained to next academic year. - 85% of the participants will remain in good academic standing.
Two-year program within 4-year, public university, modified open admit	Of participants in special program from which SSS participants are drawn: 11-12% graduate within 6 years from univ; 24% transfer to other schools at some point and their grad rate is unknown.	- By 6/30 of each year, 72% of participants in counseling and tutoring services will remain in the program and maintain good academic standing. - By 6/30, 62% of 25 high-risk participants who receive tutoring and counseling will maintain good academic standing. - By 6/30, 62% of 30 disabled students utilizing special tutoring and academic support services will persisted in their academic careers and have maintained good academic standing.
Two-year, public college, 66% full time, open admit	No retention or completion data available to site visitor	- 65% of participants will be retained (complete their course of study-SV). - 70% or retained students will have a 2.0 GPA or better. - 60% of transfer participants are retained. - 50% of transfer initiative students transfer within 6 semesters.

Exhibit 9-2. Institutional retention data and SSS student performance goals--continued

Institution	School retention information (from case studies)	SSS student performance goals (from 1989 proposals)
Four-year, public university, 58% full time, open admit	No official info. on retention and completion. Enrollments show substantial drops in numbers of sophs. compared to freshmen. SSS has calculated unofficial completion rates showing about 23% after ten years, with 8% still enrolled. Recent data show retention from first to second year of enrollment for fall entering classes ranging from 62 to 68 percent, depending on class.	- 60% of participants will enroll for their 2nd year. - 45% of participants will enroll for their 3rd year. - Full-time participants will satisfactorily complete 20 semester hours of credit per academic year. - 63% of participants will earn 2.0 GPA or above after 1 year. - 68% of participants will earn 2.0 GPA and above after 2 years. - At the end of the fall semester, no more than 10% of participants will be placed on academic probation; and at the end of a probationary period, no more than 5% of participants will be placed on academic suspension. - 75% of participants will have a first year GPA that ensures satisfactory academic standing. - By the end of the 2nd year, all participants will have an overall GPA of 2.0. - For participants in reading program, reading skills will increase by 1 grade level a semester [test specified]. **- Of all graduates pursuing graduate school, 30% will have participated in SSS.**
Two-year, public college, 52% full time, open admit	For first-time fresh fall '85, 52% returned for next year. After 8 semesters, 16% had graduated.	- 15% of SSS participants will graduate during the academic year. - 80% of participants will maintain good academic standing. - 80% of participants will successfully complete the year's academic program. - 28% of transfer participants will be accepted at 4-year institutions. **- Retain and graduate participants at rates equal to, or better than, overall college.**
Four-year, public university, 72% full time, mod. selective	For '85 fresh, 50% graduated and 7% still enrolled after 5 years.	- 75% of participants will maintain 2.0 GPA of better. - 75% of participants will persist toward completion of the academic program.
Four-year, public university, 74% full time, relatively selective	Of 1985 fresh, 49% grad or still enrolled after 6 years, 31% for EOP.	- To increase by 1 letter grade the final course grade of 80% of tutoring participants who attend at least 2/3 of tutoring sessions.
Four-year, public HBC, 85% full time, open admit	Report 25% grad rate in 7 years, 2/3 return fresh to soph year.	- Retain 80% of participants to following year (SV). - Graduate 60% of participants (SV).
Two-year, public college, 53% full time, open admit	No formal retention or completion data available. Graduates (degrees and 6 or 12 mo. certificates) were about 18% of enrollments in 1990.	- 40% of participants will increase one letter grade in course for which tutored. - 60% of participants in orientation and study skills course will pass on first try, 85% by second try. - 20% of participants will graduate. **- retention rate of project will exceed that of institution by 5%.**

Exhibit 9-2. Institutional retention data and SSS student performance goals--continued

Institution	School retention information (from case studies)	SSS student performance goals (from 1989 proposals)
Four-year, public college, 84% full time, liberal admit	Fresh to soph retention rate 60%. Approx. 25-30% graduate after 5 years (depending on year).	- 75% of participants being tutored receive a passing grade, and 70% receive a C or better. - 80% of participants in 6-week summer program will be retained thru freshman year. - 75% of participants in intensive freshman orientation program will be retained in good academic standing thru their 4th semester. - 80% of transfer participants receiving orientation services will be retained thru graduation. - 75% of all returning project students will complete the 1990-91 year in good academic standing. - **achieve better persistence than college as a whole** (SV).
Two-year, public college, 60% full time, open admit	Virtually no retention or completion data available to site visitor. One semester retention rates put at 79-84 percent. (Also says elsewhere that 41% drop out in one year). Grads to enrollments about 14% in recent years--considered good rate compared to system.	- 80% of participants will be retained at the end of first year enrollment in the project. - At least 65% of participants will maintain a minimum 2.0 cumulative GPA. - At least 70% of participants receiving tutoring will earn a C or better in the related courses. - At least 70% of the participants in developmental reading and/or study skills will earn a grade of C or better for those courses. - At least 55% of the participants in writing instruction will pass [the assessment exam] by the end of 1 year of enrollment in the project. - 80% of participants receiving assistance from the Learning Specialist will be retained at the end of each project year. - 70% or more of the ESL participants will be retained after each year of participation. - At least 60% of the participants in an English course who receive writing instruction will pass the course with a grade of C or better.

Key:
HBC = historically black college
LEP = limited English proficiency
EOP = educational equity/opportunity or other related program
SI = supplemental institution

or making a career plan will be a project outcome.[52]

Other student performance goals, while not as common, usually address transfer and graduate school. Almost half the 2-year schools in the study establish student goals related to enrollment in a 4-year institution. As with the graduation goals, these vary from extremely ambitious (71 percent of participants in the transfer initiative will enroll in a 4-year institution within eight semesters) to quite limited (10 percent of the participants will graduate from the institution or transfer to a 4-year college each academic year). A very small number of 4-year schools set goals related to graduate school entrance, and most are limited in nature. A few projects include goals related to employment (such as increasing the percentage of participants taking nontraditional jobs for minorities).

General Observations about Goal Setting

Overall, then, the projects differ considerably with respect to total numbers of student outcome goals. A very few projects state only one or two outcome goals, but considerably more have four or five. A few projects have eight or more goals. The overall number of goals does not necessarily ensure, however, that a project is including the full range of possible student outcomes (tutoring, retention rates, graduation rates, etc.).

Only a few projects consider service intensity in setting goals. In most projects, most or all goals appear to apply to all participants or to all participants who receive a particular service (such as tutoring or transfer counseling). In a few projects, however, goals linked to particular services apply only to some participants--those who receive a particular intensity of the service (e.g., those who attend x percentage of the supplemental instruction sessions or two-thirds of their tutoring sessions.) Interestingly, intensity of service is not linked to retention or outcome goals among the projects in the study.

Projects also differ with respect to the ambitiousness of the goals they propose. Some projects adopt sweeping, ambitious goals (e.g., a community college that claims that 60 percent of SSS participants will graduate) while others focus on narrow goals that are more likely to be attained more easily (e.g., increasing by one letter grade the final course grade of participants who attend two-thirds of their tutoring sessions).

If projects are to be assessed based on these outcome goals, it is likely that projects selecting few goals, selecting goals that do not depart from current program outcomes, or that consider service intensity in deciding whose performance to measure will appear to be more successful. Because each project adopts a different standard, however, the results may tell us little about which projects are most effective at adding to the overall educational performance of participants--the value the project adds to what the participants would have achieved without it. To find that out requires greater comparability across projects in the manner in which goals are selected, agreement on whose performance is measured, and detailed systematic student service records.

Data Collection and Analysis

The projects we visited keep student records that indicate eligibility for services and show the services that are delivered. Most projects maintain hard files for each participant that include necessary income and/or first generation eligibility information as well as documentation of academic need for services. All the projects visited also keep records of how much service each provider (counselor, tutor, etc.) delivers. Because the service provider records usually show who received each hour (or other fraction of time) of service, projects could transfer information on amounts of service received to the individual student files. In practice, however, few projects carry out this exercise.

In part, projects do not transfer the information to student files because to do so is burdensome. Few projects visited have computerized student record-keeping systems that would routinize the transfer of that information. Almost all projects make use of computers to access the institution's student files, but most do not use computers to maintain their own records. As a result, most projects cannot document service intensity by participant. Not only does this limit evaluation, but it means that certain MIS functions (such as identifying students who fail to use services consistently) may also be limited.

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[52] Declaring a major or making a career plan were not included among the student outcome goals, because these were considered service delivery "marker" goals in this analysis.

Access to institutional records does allow most projects to track the institutional performance of participants. Institutional data are available on most of the outcome goals the projects establish--credits earned, GPA, retention and completion at that institution--relatively easily. On the other hand, required data goals that extend beyond the boundaries of the institution are unlikely to be included in institutional records and, hence, are difficult to analyze (transfer from 2- to 4-year institutions, completion at a different institution, entrance to graduate school). Some projects have tried followup telephone or mail surveys of participants, but most do not have the resources to track students systematically after they leave the institutions.

Further, many institutions do not currently provide institution-wide information on student performance with which SSS performance data can be compared. As shown in Exhibit 9-2, site visitors encountered great difficulty in obtaining credible, published information on retention and completion information at almost half the institutions. The problems were more common at 2-year institutions, but there were 4-year institutions in the study that could not provide credible retention and/or completion data. The lack of institutional data complicates the ability of SSS projects to set realistic performance goals as well as to compare project performance with some reasonable institutional standard. This situation may be changing, however, as institutions begin to comply with national requirements for showing student outcomes under the Student Right to Know Act and State Postsecondary Review Entities (SPRE).

In general, projects keep track of student participation and outcomes in order to prepare the performance reports required by the U.S. Department of Education. Most project directors and other staff often spend much of their summer months preparing the data and completing these reports. Project staff consider the performance reports to be their evaluation reports.

Only a very few of the projects included in the case studies have conducted detailed, separate evaluations of student outcomes. When asked about evaluation activities, most projects mentioned that they have introduced participant assessments of staff or services. A few projects have conducted separate surveys to find out what services students would like to obtain or what services they have found useful in the past. A small handful of projects provided us with written documents that examined student outcomes. Two of those studies were ambitious ones, however, in which service intensity was measured and the performance of successive participant cohorts was tracked over several years. These studies were carried out by institutional research offices or individual researchers at the institutions, not by project staff.

Alternatives for Improving the Evaluation System

To make the goal-setting and evaluation process more useful in showing project effects, several modifications are recommended. First, all projects should include measures of student outcomes that reflect the SSS program's main goals. These goals include increasing college retention and completion. Although also an SSS goal, transfers from 2- to 4-year institutions are more difficult to measure accurately.[53] Academic performance is an important intermediate goal (e.g., maintaining an acceptable GPA or good academic standing or passing a proficiency exam), but all projects should also set specific retention and completion goals.

Additional student outcome goals should reflect the specific nature of the project. For example, attract students interested in technical jobs who may not be seeking to transfer to 4-year colleges. These projects may wish to establish goals dealing with occupational credentials. In cases where projects are unable to ensure that following students systematically after they leave the institutions is possible (i.e., such efforts are likely to result in low response rates and/or response bias) the projects might establish performance goals dealing with readiness for jobs or transfer, instead.

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[53] Determining completions at other institutions than the one in which the participant received project services is also difficult.

Projects should establish outcome goals that are demonstratively challenging but not unrealistic given the population they seek to serve. Across projects, these goals should be fair--i.e., all projects should strive to improve student performance by roughly similar amounts. This approach is preferable to uniform national performance standards because a) grantee institutions vary considerably with respect to their admission requirements, offerings, and the overall retention and completion rates of their students; b) within the institutions, SSS programs serve participants who are more poorly prepared for college than other students; and c) project-developed and appropriate goals are more likely to motivate staff to reach those goals.

There are several ways in which projects could establish reasonable goals that ensure fairness and challenge:

> Projects could examine the past performance of the project and set goals that push performance somewhat farther (the increment of change would be agreed upon across projects). The advantage of this approach is that it is simple to implement. The disadvantages are 1) achieving goals may be easier for projects that have experienced lower performance in the past, and 2) new projects cannot implement the approach at the outset (several years of baseline data are needed).
>
> Projects could set goals that reflect institutional performance, taking into consideration the past performance of SSS participants. Adjustments in outcome goals for SSS participants (compared with students as a whole) could be made on the basis of differences in entrance or placement exam scores, or numbers of credits taken. This information is available in most institutions. It is likely to become available in the rest as the institutions comply with the Student Right to Know Act. Again, the degrees of change and adjustments would need to be similar across projects. The advantage of this approach is that it takes the institutional context into account. The disadvantages are that deciding on adjustments may be difficult, and that SSS projects in institutions with low retention and completion rates may not be sufficiently challenged.[54]
>
> Projects could be measured against the level of SSS project performance in similar (or peer) institutions (in terms of governance, size of student body, student body characteristics, offerings, etc.). Peers might be selected by the institutions themselves, or through a national peer search process. The advantage of this approach is that it imposes a standard of performance beyond the individual institution. The disadvantages are that the matching system would probably have costs associated with its operation, that "matches" may not always be appropriate, or that well-performing programs (in relation to peers) may not be sufficiently challenged.

All of these approaches are essentially interim in nature. After several years of any accountability system, the SSS program should amass sufficient national information about expected performance for different types of projects (students, services, intensities, etc.) that it would be possible to create more appropriate national performance standards than is currently the case.

All projects should measure the performance of similar participants. At present, some projects measure the performance of anyone who receives services, while others limit their evaluation to participants who obtain particular types, levels, or intensities of assistance. All projects should measure the performance of subgroups of participants who receive sufficient levels of service to expect retention or performance outcomes, but there must be agreement across projects about what those levels will be. Projects will need to maintain records on the amount of service each participant receives, information not currently maintained by many projects.

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[54] Projects might also create comparison groups, but this process would be subject to the same difficulties Westat encountered in finding comparable nonparticipants and, hence, is not recommended here.

Establishing and measuring goals should involve institutional offices of research or other appropriate entities. We have already noted that a few projects have enlisted researchers at their institutions to conduct evaluations. Further, most postsecondary institutions are currently beginning to determine retention and completion rates for students under the Student Right To Know Act, even if they have not made such information available in the past. While some institutions could not provide us with retention or completion data, most of the schools visited in this study are currently operating or implementing systems that will collect retention and completion information that would enable SSS projects to establish appropriate goals. These systems may even allow for measuring transfer to other institutions in the same state or system. Carrying out an analysis of retention and completion rates for SSS participants, comparable to that carried out for students as a whole, should not put undue burden on the institutions. SSS projects do not, however, have the resources or expertise to conduct these analyses on their own.

To create fairer and more uniform goals, and to ensure that performance is measured accurately, several actions are needed. Federal program administrators will need to establish guidelines for setting and measuring challenging project goals. To do this will require a review of current project goals, whether they are being met, and with what degrees of difficulty. It will also necessitate consulting with practitioners, their representatives, and other knowledgeable persons about what levels of change and measurement procedures would be desirable, attainable, and fair. It would be desirable to establish goals, measure their implementation, and determine student outcomes in a few projects before making program-wide changes. The federal program office may then wish to prepare a short document on selecting project goals, assessment designs, and service intensities to ensure goal comparability with respect to "value added" across projects. The document could include models of appropriate goals for each major indicator. This document should be accompanied by technical assistance to grantees to ensure that they understand the kinds of assessments that are sought and can put adequate data collection systems in place.

The program office should review applicants' goals and evaluation plans (including whose performance will be measured) to make sure the goals are measurable and the designs doable. Some projects will undoubtedly need help to set up the computerized participant record-keeping needed to implement assessments at the level of detail outlined here.

Additional Policy Concerns

During the case studies, project staff also identified several additional specific policy issues. While they do not address legislative or regulatory matters, they are seen as critical to effective program operation. Two issues, technical assistance and grant sizes, are noted here, briefly. Further discussion of these policy concerns must await the outcome of the study of SSS program effects.

Projects are seeking federal technical assistance in improving student participation, project services, and project management. Many of the sites asked for greater advice and technical assistance on best practices. Project staffs would like to have greater opportunities to learn from research, demonstrations, and each other about what approaches appear to be most effective. Some staffs cannot afford to attend meetings out of state, and even those who do attend find that much of the time is devoted to applying for grants or compliance issues rather than program content. They would also like all professional staff, not just directors, to have opportunities to learn about what works--either through travel to meetings, or through visits from knowledgeable persons to their projects. Most project staff would like the federal program office to provide or facilitate technical assistance. The training needs are continuous because of frequent changes in staff below the project director level.

Even if greater technical assistance is forthcoming, however, some projects simply do not believe they have the resources to accomplish their goals for the numbers of students they are pledged to serve. Based on our observations, there is a need to set budget and participant levels based on multiple factors, including the type of students served (how likely are they to succeed academically?); the project approach and service delivered (is it a home base project with intensive professional counseling or a dominant service project with peer tutoring?); and the organizational structure of the project (is it separate or blended, does it have--or could it draw upon--additional sources of support, and under what circumstances?). Particular attention needs to be paid to projects with large numbers of learning disabled or other relatively high cost participants.

Building Institutional Capacity for Service Delivery

In addition to the specific policy issues of accountability, nonsupplanting, and full financial need, there are broader policy implications from the data presented in this report. In showing that SSS is only one of the providers of support services at many schools, the study has pointed up the need to understand the institutional context of SSS projects. It is important to recognize how the institutional environment has changed in the period since the SSS program was first established, and the implications of the changes that have taken place. The relevant findings are summarized in this section. They are followed by recommendations on how the SSS program, nationally, can provide leadership in the new environment on campus. The report argues for an expanded SSS role both in designing effective interventions and in overall institutional efforts to improve completion rates for at-risk students.

Summary of Relevant Findings

When the SSS program started, well over two decades ago, support services for disadvantaged college students were far less common than they are today. The federal program provided institutions with a model for service delivery, as well as resources to provide targeted support services. At many institutions, an SSS grant offered the first opportunity to provide such services as intensive academic advising, free tutoring, or study skills courses.

Today the situation is different, with federal, state, and institutional resources directed at support service provision. As we have shown, most of the treatment and comparison institutions in this study offer an array of support services.[54] Though they may place limits on the amounts of service available to students without additional charge, most institutions offer orientation programs; professional academic advising for freshman students; limited group and/or individual personal counseling; financial aid counseling; career guidance services including counseling, interest exploration, and an information center; limited health care; and employment search (at the least for graduating students and often for all students). Larger institutions are also likely to offer subject tutoring and supplemental instruction, CAI labs, centers for special groups of students (black, Hispanic, women, etc.), and special services for students with disabilities (readers, interpreters, etc.). Only in rare instances is the only support service provider on campus.

Part of the reason that services of these types are so widely available is that institutions are serving students who need special services at higher rates than when the federal SSS program was first developed. There are a number of reasons for the increase in students likely to need additional support to complete college. First, there has been a major expansion of enrollments in public 2-year institutions with open admission policies. These institutions attract many students who would not have gone to college in the past, including students with academic deficiencies, working students, and older students. At many of these schools, developmental courses account for large percentages of instructional offerings, particularly in English and mathematics. These courses are accompanied by group tutoring or small sections that reinforce classroom information (in this report we have called these sessions supplemental instruction--SI). Further, students often work or have other claims on school or study time that threaten their educational continuation. Counseling and social welfare services that might not be found at other institutions also provide support to stay in school.

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[54] The few exceptions are the smallest institutions and those with the most severe budget constraints.

At 4-year and some 2-year institutions, both public and private, explicit state and institutional policies aimed at increasing opportunity and diversity have also increased the numbers of at-risk students. Since the late 1960s, institutions and public higher education systems have raised their goals for attracting underrepresented and disadvantaged students. Even if the goals are not always achieved, the numbers of students who do not meet institutions' "preferred" academic qualifications have increased. Over time, officials have come to realize that it is not enough to simply admit these students. They must be willing to commit substantial resources to help them stay in school and see them graduate. This realization has also served to expand support service offerings. Most of the states with large university systems now offer programs like SSS, usually including relatively generous financial assistance and often providing greater resources for services as well.

The increase in at-risk students and in services for them might not be of special interest to the SSS program except for two additional conditions that must also be noted. First, institutions are facing increasing fiscal stringency. Many of the schools visited for this study, particularly the public institutions, are facing budget constraints that threaten their ability to continue to provide support services at current levels. A number of the schools have already cut support service programs and staff and far more institutions are searching for ways to make support service delivery more efficient.

Perhaps even more important than budget constraints, however, is the evidence about overall results of current efforts to help disadvantaged students stay in school. Despite the growth of services over more than two decades, retention and completion rates for disadvantaged students remain significantly lower than for other students at the same campuses.[55] To offer an indication of the remaining gap in performance, the following are examples of retention and completion findings drawn from reports issued by three large public university systems in which officials were able to observe student performance across the institutions in their systems.

System 1. In 4-year colleges, 6-year completion data for first-time, full-time fall 1984 entrants were as follows:

- Fifty-five percent of all students had completed bachelor's degrees, with 1.39 percent still enrolled; and

- Thirty percent of the students who entered through a program for disadvantaged students had completed degrees, with 1.91 percent still enrolled.

In 2-year colleges, 4-year completion data for first-time, full-time fall 1986 entrants were as follows:

- Thirty-six percent of the students had earned an associate degree or certificate, and 6.2 percent of the students had transferred to a 4-year college (within System 1); 5 percent of the students were still enrolled; and

- Twenty-three percent of the students who had entered through a program for disadvantaged students had completed a degree or certificate, and 5.5 percent were still enrolled.

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[55] Each of these systems defines its program for disadvantaged students somewhat differently, but all three systems admit students to these programs based on some combination of economic disadvantage, minority status, or lower performance in high school or on standardized tests than is preferred at the institution. Not all campuses have SSS projects, but SSS projects are found in all three systems.

System 2. In 4-year colleges, 5-year completion data for first-time, full-time fall 1980 entrants were as follows:

- Twenty-seven percent of all students had completed a bachelor's degree and 19 percent were still enrolled; and

- Six percent of the students who entered through a program for disadvantaged students had completed a degree, and 22 percent were still enrolled.

System 3. In 4-year colleges, 5-year completion data for first-time, full-time fall 1983 entrants were as follows:

- Twenty-five percent of all students had completed a degree and 26.9 percent were still enrolled; and

- Seven percent of students who had entered through a program for disadvantaged students had completed a degree, and 25.9 percent were still enrolled.

These findings show dramatic differences in graduation rates between disadvantaged students and other students in the same systems, with rates of graduation for disadvantaged students ranging from slightly more than half up to two-thirds those of students as a whole. These differences indicate not only the continuing need for assistance but also the need to better understand what works to enable disadvant-aged students to stay in school and graduate.

Overall, then, these findings--changing admission policies, many sources of support, declining resources, and continuing inequity in graduation rates--suggest that it may be time, once again, for the federal SSS program to assume a national leadership role in efforts to improve support service provision. This section outlines two possible ways in which the SSS program could play an important role in reform. The first way is to establish a small number of sites where experiments are conducted to test new approaches to support service provision--i.e., a limited demonstration strategy. The second way, and potentially the more far reaching, is to encourage grantees to develop systematic approaches to support service delivery at their institutions, and to identify the SSS role within the service mix.

The Demonstration Approach

At present, SSS program officials take no position on which approaches work best to attract, retain, and graduate at-risk students. Some SSS projects view the institutional attachment need of students as paramount. They strive to create a home base for participants at the campus, helping students negotiate their way through course selection and instruction. Other projects tend to view academic support as students' most critical need, emphasizing tutoring, developmental instruction, supplemental instruction, or some other form of academic assistance. Projects may shift from one approach to another based on the interests of project personnel or the availability of other institutional resources, but project staff visited for this study note the need for more systematic information on which approaches work best, for which students or in which settings.

At the same time, some projects struggle to provide effective service. Among the problems cited by projects were low rates of ongoing participation by poorly motivated students, difficulty in engaging males in project services, and lack of institutional support for project offerings. Some projects have had difficulty in developing a niche on campus, with staff trying to provide a wide range of services needed by participants, but unclear about overall project direction. Others are serving increasing numbers of students with diagnosed learning or other disabilities, a group requiring specialized services. Most projects would welcome greater information on what services to provide and how to provide them.

If the SSS program were to adopt a demonstration strategy, a limited number of grantees would test alternative interventions to promote retention and completion. In their proposals, applicants would describe an overall strategy: targeting a particular group of students, setting retention and completion goals, drawing a comparison group(s), deciding what approaches to try, and designing the evaluation. Institutions would be expected to draw upon currently available research on promising or exemplary services or approaches in designing their interventions. Areas in which experiments could be pursued include the following:

- **Increasing student motivation to continue services.** Many projects currently struggle to keep students coming back for service. A demonstration might consider whether student contracts are an effective way to ensure participation, and what enforcement mechanisms are possible?
- **Operating SI or other types of study groups for at-risk students.** There is a growing literature on the need for ongoing small-group study sessions. The efficacy of different arrangements could be examined.
- **Serving older students.** SSS draws older students, including those with dependent children, at rates disproportionate to their campuses. These students may need a different set of services than other students.
- **Attracting and retaining male participants.** SSS participants are heavily female in relation to the gender composition of their campuses.
- **Determining appropriate delivery strategies.** One-stop service shopping (learning centers) and decentralized services (such as departmental home base projects) are both used widely. What are the pros and cons of each approach in fostering project continuation?

To carry out these demonstrations, grantees would be allowed to combine SSS resources with other sources of support. For example, an institution receiving support under a state EOP project and an SSS project could combine the resources of both programs, along with institutional or other resources, to provide the demonstration services and conduct the evaluation.

In addition to identifying what works, the demonstration approach could help the SSS program grapple with the issues of accountability outlined previously. SSS projects currently establish performance goals that range from easily met GPA goals to extraordinarily challenging completion goals. Experiments can try alternative ways of setting comparably challenging "value added" goals. They can also test different methods to collect the data needed to track participants, establish the extent of service delivery, and determine student outcomes. Information from the experiments would help identify the resources, software, etc. needed for all projects to implement comparable data collection.

The Institutional Planning Approach

While the demonstrations are intended to be quite limited in number, the SSS program can provide incentives for all grantees to draft and implement institution-wide plans for at-risk student retention and completion. Some schools have such planning processes currently, while others offer services in a more ad hoc manner. There is no definitive way to say that institutions with plans addressing at-risk students are more effective at retaining and graduating these students than those without them, so we must note that encouraging planning is based upon the belief that it probably leads to more efficient and effective use of resources. Through the planning process, the SSS grant can provide the institution with an opportunity to expand its understanding of the needs of its at-risk students and to establish a coordinated strategy to address those needs. As an incentive, grantees with institutional plans would be able to use federal resources flexibly (as outlined in the earlier discussion of nonsupplanting).

The following are components that an institutional plan could include.

- **The identification of a target population for services.** This is the population that the institution considers a) at risk of failing to continue and/or graduate from college, and b) capable of graduating with additional assistance (e.g., services, financial support). It is recognized that the target population may be larger or different than the population of students eligible to receive SSS services.

- **A rationale for, or explanation of, how the institution will address the risks the students face.** The institution would lay out what approach and activities (instruction, services, financial assistance) it plans to provide and at what levels. The activities and other assistance must be shown to be sufficient to meet the needs of the target population. If the services are not sufficient, the target population must be narrowed further, or the services must be expanded.

- **The identification of the resources/services available to assist at-risk students.** These resources would likely include financial aid, instructional offerings, support services, and other sources of additional support beyond those available to all students.

- **The identification of any gaps in service and plans to address those gaps.** If additional resources are needed to put the full plan into effect, the institution would indicate the steps it would take to acquire the additional resources.

- **An explanation of the specific role of the SSS grant in providing the resources.** Unless it is an institution with few at-risk students, the SSS project is unlikely to be sufficient to meet the full support service need. At most schools, SSS will only be able to provide one type (or a few types) of service or serve only a portion of the at-risk student population.

- **An evaluation plan,** including a description of how the institution will keep track of the target population and its participation in instructional and support services called for under the plan. In addition, the institution evaluation plan would explain how the institutional will determine that participation and outcome goals have or have not been achieved.

An incentive to institutions to engage in planning is that once the plan is adopted, resources can be used in a more flexible manner. For example, as long as the SSS project serves SSS-eligible students who are part of the target population, other resources (institutional funds, resources from other special program) could be used to offer comparable *additional* services to other members of the target population (even if they are not SSS-eligible or upset the balance of first generation and low income students required by SSS). For example, an EOP program could offer similar services without the SSS project being considered as supplanting state or institutional resources. Or, a tutoring center could use resources from a variety of projects for special students (SSS, EOP, Perkins Act, institutional funds) as long as all the persons served at the center are part of the targeted group. The important elements that must be maintained are 1) the targeted population is clearly identified in the institutional plan, and 2) all the services provided under SSS (or other sources) are additional to those provided to students who are not part of the target group.

Probably the best way to encourage institutional plans is to make them part of the SSS application process. The plan would become part of the proposal, and reviewers would consider both the efficacy of the overall design as well as whether the interests of the SSS program are maintained. Award of a grant would constitute approval of the plan. Institutions that chose not to draft institutional plans could still submit traditional SSS proposals, but would not be granted the flexibility outlined here.

There are clearly problems to be surmounted in carrying out this approach. Two important barriers have already been discussed elsewhere in this report. They include the weak support of SSS and other services for at-risk students at some institutions, and the lack of prominence of SSS projects and staff at some schools. It can be argued that SSS staff must first gain greater prominence at their institution (such as faculty status), and only then can they play a role in institution-wide reform. Yet it can also be argued that the institutional planning activity itself can become a vehicle for SSS staff to play a more central role at their school. In the long run, using federal resources not only to provide a limited amount of direct service, but also to build institutional capacity to serve at-risk students is the best way to ensure improved service coordination and, ultimately, higher retention and graduation rates.

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APPENDIX A

SAMPLING METHODOLOGY

SAMPLING METHODOLOGY

The National Study of Student Support Services employs a three-component sample. In the first component, a sample of 200 institutions with mature (funded in both 1987 and 1990) SSS programs was selected for the mail and telephone survey. In the second component, a subsample of 30 institutions was selected for case studies, and in the third component, students were selected from these 30 institutions to be the longitudinal study participants.

Sampling Frame

The sampling frame consisted of institutions of higher education (IHE) with mature SSS programs (i.e., those programs that had been in operation for 3 years or longer) that were funded in 1990. These IHEs were identified by using the 1987-88 SSS project reports file. This was the latest listing at the time of sampling. This list contained 658 IHEs with relevant project data that met the requirements of studying mature programs. Fifty-five of the 658 mature programs were deleted from the frame because the institution did not apply for an SSS grant in 1990, or the institution applied for a grant but was unsuccessful in securing it. As a result, the final sampling frame contained 603 IHEs.

Sample of Institutions for Mail/Telephone Survey

A stratified sample of 200 IHEs was selected for the mail and telephone survey. The purpose of drawing this sample was to estimate characteristics of IHEs with SSS programs and characteristics of the programs themselves. The questionnaires had items about important descriptors of the SSS programs and about the policies of the IHE concerning delivery of SSS and similar services.

A total of 18 strata were created for the sampling. Of these, 15 were formed by crossing the level of the institution (2-year or 4-year), the institutional control (public or private), a race variable based on the majority race of the students in the institution (greater than 50 percent white, greater than 50 percent black, greater than 50 percent other minority, no one race greater than 50 percent), and the size of the SSS program. Programs were classified as small if the expected number of participants for the 1991-92 academic year was less than or equal to 200, and large if the expected number of participants was greater than 200. The final three strata contained all the institutions that (1) were located outside the coterminous 48 states (including Alaska, Hawaii, and the territories), (2) were privately controlled 2-year institutions, or (3) had SSS programs that served only physically handicapped students. The institutions selected from these three strata for the mail and telephone survey were not eligible to be subsampled for the case studies due to the potentially high cost of conducting case studies at these projects or the uniqueness of the projects themselves.

The allocation of the sample to the various strata was done in proportion to the square root of the total number of SSS participants projected for the programs in the strata. The sample was selected differently depending on the strata size. One of the goals was to give schools with large SSS programs a higher chance of being sampled, while ensuring representation for the schools with small SSS programs.

For institutions with large SSS programs (more than 200 participants), sample selection within stratum was done systematically using a probability proportional to size method, where the measure of size was defined as the square root of the total number of SSS participants in the IHE. One IHE was selected with certainty due to its large size. For institutions with small SSS programs (200 or fewer participants) and those institutions in the final three strata, the sample was selected systematically within stratum with each institution having the same chance of selection. Within each stratum, the IHEs were sorted by geographic region prior to sampling. Table 1 shows the sampling frame and the sample allocation for the 18 strata.

Table 1. Sample allocation by strata

Program size	Strata	Measure of size	# units sampled: project survey	# units subsampled: case studies
Small SSS programs	1: 4-year, public, ≥50% white	68	19	3
	2: 4-year, public, ≥50% black	9	3	1
	3: 4-year, private, <50% black	46	12	2
	4: 4-year, private, ≥50% black	20	5	1
	5: 2-year, public, <50% black	94	25	4
	6: 2-year, public, ≥50% black	7	2	1
	Subtotal		66	12
Large SSS programs	7: 4-year, public, ≥50% white	2,272	52	8
	8: 4-year, public, ≥50% black	305	7	1
	9: 4-year, public, <50% black & <50% white	250	3	1
	10: 4-year, private, <50% black	463	10	1
	11: 4-year, private, ≥50% black	193	4	1
	12: 2-year, public, <50% white	1,191	27	4
	13: 2-year, public, ≥50% black	143	3	1
	14: 2-year, public, ≥50% other minority*	214	4	1
	15: 2-year, public, all other*	121	3	
	Subtotal		113	18
SSS programs that are unique	16: 100% participants are handicapped	13	4	NA
	17: Located outside coterminous U.S.	31	10	NA
	18: 2-year, private	25	7	NA
	Subtotal		21	

*Strata 14 and 15 were collapsed when subsampling the case studies due to the small size of stratum 15.

Subsample of 30 IHEs for Indepth Study Sites

The purpose of the selection of 30 sites was to obtain indepth knowledge of the characteristics of the SSS programs through case studies and of the students they assist through the longitudinal study student sample selected from the 30 sites. The scope and breadth of the SSS programs vary by IHE, and the case studies were conducted to closely examine how the programs operate in a subsample of IHEs. This subsample was not weighted back to any national totals due to the small sample of IHEs.

The indepth study sites were restricted to IHEs in the coterminous U.S. that were not 2-year private IHEs or IHEs with programs serving only handicapped participants. Therefore, the subsample of 30 IHEs was drawn from the 179 IHEs selected from strata 1 through 15. The same allocation scheme was used as for the 179 IHEs selected in the first stage. Strata 14 and 15 were collapsed together prior to subsampling due to the extremely small total measure of size in stratum 15. Table 1 shows how the subsample of 30 case studies was allocated by stratum.

In each stratum, an originally sampled IHE was selected, plus two alternates for each of the 30 sampled IHEs. These alternates replaced the IHE initially selected only if there was no possible way of obtaining required information from the sampled institution.

Subsample of SSS Participants Within the 30 IHEs

Within the 30 IHEs subsampled, samples of SSS participants were drawn and student surveys, service records, and student transcripts were collected to obtain an indepth look at the SSS programs.

Two samples of SSS participants were drawn within each IHE. The first sample consisted of first-time, full-time freshmen, and the second sample consisted of nonfreshmen.

Freshman Sample. For the first-time, full-time freshman SSS participants, the study design called for 3,000 completed interviews or an average sample size of 100 freshman participants from each of the 30 IHEs. Assuming an estimated 20 percent nonresponse rate, a target sample size of 125 first-time, full-time freshmen was set for each IHE (100/0.80 = 125).

If there were 125 or fewer freshman SSS participants in an institution, or if fewer than 125 were expected to participate in the project, then all freshman participants from that SSS program were selected. If there were more than 125 first-time, full-time freshman SSS participants, subsampling was done. Study staff requested lists of all freshman participants from these IHEs so that a systematic sample could be drawn. Sometimes a complete list was available at the time of sampling and was used to select the 125 participants. In many cases, no list was available and the sampling had to be done on a flow basis as students came to receive services. When the sampling was done on a flow basis, an estimate of the total number of SSS participants provided by the institution was used to specify the sampling rate for an IHE. This resulted in some variability in the actual sample size.

The sampling rate within institution was determined by rounding up the target sample size (125) divided by the estimate of the total number of freshman SSS participants in the IHE. For instance, if there were 200 freshman participants in a particular IHE, the rate would be 125/200 = 0.625, rounded up to 0.7. Sampling the participants was done based on the last digit of the student's ID or Social Security number. This method was determined to be sufficiently random for sampling. Based on the rate, a list of numbers between 0 and 9 were chosen. These numbers were sent to the IHE, since the IHEs were executing the sampling from the lists, and they were instructed to sample all participants whose ID ended in the sampled numbers. From our example with rate = 0.7, seven digits between 0 and 9 were chosen randomly, and all students with IDs ending in one of the seven digits were sampled.

In a few cases, more than 125 freshman participants were sampled in schools with large SSS programs due to smaller than projected numbers of freshman participants in IHEs where all the freshman were taken into the sample.

Service records were obtained for the sampled freshmen. However, due to a smaller than expected total number of freshman participants from SSS programs in the 30 IHEs, baseline surveys were done on all freshmen, not just those sampled. No service records were collected for the freshmen that were not initially sampled. Transcripts were requested on all freshmen in the 30 IHEs.

Nonfreshman Sample. For the nonfreshman SSS participants, 1,800 completed interviews were desired, resulting in an average sample size of 60 nonfreshman participants from each of the 30 IHEs. This sample size of 60 nonfreshman participants per IHE was adjusted for an estimated 20 percent nonresponse rate, resulting in a target sample size of 75 nonfreshmen per IHE (60/0.80 = 75).

If there were 75 or fewer nonfreshman participants, all were selected. When there were more than 75 nonfreshman SSS participants, a random sample was selected using the same sampling methods that were used for the freshmen.

Service records were obtained on the sampled nonfreshmen, but the sampled nonfreshmen did not complete baseline surveys and transcripts were not requested for them.

Subsample of non-SSS Participants Within the 30 IHE's

Within the 30 IHE's subsampled, a comparison sample of non-SSS participants was drawn for the longitudinal study. Separate samples of non-SSS participants were drawn within each IHE. A primary goal for each separate sample of non-SSS participants was that characteristics of the sample be similar to the corresponding sample of SSS participants (e.g. similar proportions of students from low-income families in both samples). Within each IHE, the target sample size for the sample of non-SSS participants was set to 2/3 of the sample size of SSS participants.

Matched sampling methods were used to obtain a sample of non-SSS participants that was similar to the sample of SSS participants. In particular, the methodology was usually by propensity analysis (Rosenbaum & Rubin, 1985, The American Statistician, vol. 39, no. 1), and, in a few instances, by stratified matched samples. The characteristics considered for use in the matched sample were numerous; including age, race, gender, SAT score, high school GPA, family income, handicap, first generation, to name a few. For each IHE, those characteristics that were associated with whether the student received SSS or not were identified.

In those instances where only a few characteristics were identified, and hence the IHE school population could be stratified into a dozen or fewer classes, then the non-SSS sample was selected by the stratified matched sampling method. By stratification into classes there would be within a class n SSS participants and m non-SSS participants. Then within this class (2/3)n of the m non-SSS participants were randomly selected to be included in the non-SSS participant sample.

For example, the sample of non-SSS participants at University A was selected by stratified matched sampling. The characteristics associated with whether a student receives SSS or not were gender, receiving financial aid or not, and receiving a Pell grant or not. Thus, these three characteristics with two levels each generates $2^3=8$ classes. Within the class of males, receiving both financial aid and a Pell grant there were 8 students receiving SSS and 184 students not receiving SSS. Within this class 6* of the 184 students not receiving SSS were randomly selected to be included in the non-SSS participant sample. Overall, there were 899 freshmen at

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*Six is two-thirds of 8 after rounding to the next greater integer; applying this rule within each class the sample size of non-SSS participants may be slightly larger than two-thirds the sample size of SSS participants.

University A and 51 SSS participants. Applying the stratified matched sampling method a sample of 37 ($\approx \frac{2}{3}n$) non-SSS participants was achieved.

Most of the IHE non-SSS samples were selected using propensity analysis. When several characteristics associated with whether a student receives SSS were identified, the stratified matched sampling method becomes infeasible. The several characteristics generate a stratification with an intractable number of classes (e.g., five characteristics with three levels each generates $3^5=243$ classes).

Briefly, the propensity analysis method works as follows. The several identified characteristics within an IHE are used to develop a logistic regression model that estimates the probability a student with a given set of characteristics receives SSS. This probability is called the propensity score. Not all of the identified characteristics would necessarily be included in the logistic regression model; if one was found to be a surrogate of another, or one could be explained by a combination of others, then that one characteristic was eliminated from the model.

A propensity score is then calculated for each student in the school. The matched sample of non-SSS participants is then selected such that the propensity scores of these students are similar to the propensity scores of the SSS participants. This is done by defining about 10 classes according to the propensity scores. Within a class there would be n SSS participants and m non-SSS participants. Then within this class $(2/3)n$ of the m non-SSS participants are randomly selected to be included in the non-SSS participant sample.

For example, at University B the characteristics in the logistic regression model were race/ethnicity, high school GPA, SAT score, college, hours enrolled, family income, and Pell grant. Given these seven characteristics, it is unlikely that for each SSS participant there would be a non-SSS student with identical characteristics. Instead, the propensity score was calculated for all 2,576 freshmen at University B. Then 12 classes according to the propensity score were defined, and within each class a sample of non-SSS participants was selected to achieve a matched sample of non-SSS participants paired to the sample of SSS participants. The distribution of propensity scores for the 143 SSS participants at University B is similar to the distribution of propensity scores for the 97 ($\approx \frac{2}{3}n$) non-SSS participants at University B.

Comparison Sample of Institutions

A nonprobability comparison sample of 20 IHEs that did not have grants to operate SSS programs in 1990-91 was selected from the Integrated Postsecondary Education Data System (IPEDS) file. The purpose of drawing this sample of 20 IHEs was to compare the differences between certain institutional and student body characteristics for IHEs with SSS programs in place and IHEs with no programs. The following institutions were excluded from IPEDS before the sample was selected:

(1) IHEs located outside the coterminous 48 states;

(2) Privately controlled 2-year institutions;

(3) IHEs with a missing FICE code;

(4) Private schools with in-state tuition of $7,000 or more (none of the SSS sample schools had tuition over this amount);

(5) United States Service Schools; and

(6) All IHEs with SSS programs, as determined by the 1987-88 SSS project reports file.

The remaining IHEs from which the comparison sample of 20 was drawn were placed into 20 strata, and one comparison institution was chosen per stratum. The 20 strata were formed by crossing the level of the institution (2-year, 4-year), a race variable based on the majority race of the students in the institution (greater than 50 percent black, all other), the admissions requirements (low, medium, high), and the enrollment (less than 2,000, 2,000-7,999, 8,000-19,999, 20,000 or higher). The admissions requirements of the institution were based on the institution's selectivity, defined as follows: highly selective schools accept students in the top 25 percent of their high school class, medium selective schools accept all students in the top half of their class and some students from the lower half of their class, and low selective schools accept all high school graduates.

The 30 IHEs that were subsampled for case studies were placed in these 20 strata by using the same stratification variables as described above. The comparison IHEs were sampled subjectively by finding the IPEDS IHE that was the closest match to the SSS institution subsampled for case study. The key matching variables in defining "closeness" were geographic location, the total undergraduate enrollment, the percentage of students receiving Pell Grants, and the average ACT/SAT scores.

For each comparison school selected, two alternates were selected in case of refusal by the originally selected school. The alternates were the next two closest matches on the key variables.

Subsample of Non-SSS Participants within the 20 Comparison IHE's

Samples of non-SSS participants for the 20 comparison IHEs were drawn for participation in the longitudinal study. To reiterate the previous section, the 20 comparison IHEs do not have SSS programs, and there was one comparison IHE selected in each of the 20 strata. Further, the 30 SSS IHEs stratify into the 20 strata such that there were one or two SSS IHEs in each. Thus, for each SSS IHE there was a single corresponding non-SSS IHE with the same stratification.

For each SSS IHE, there was a separate sample of non-SSS participants from the corresponding non-SSS IHE. Again, a primary goal for each separate sample was that characteristics of the sample be similar to the corresponding sample of SSS participants. And again, the target sample size for the sample of non-SSS participants was set to 2/3 of the sample size of the corresponding SSS participants. The methodology is very analogous to the methodology of selecting subsamples of non-SSS participants within the 30 IHEs; matched samples were selected using propensity analysis or stratified matched samples.

One modification was necessary in many subsamples. Often the characteristics used in the logistic regression model (or stratified matched sample) within an SSS IHE were not collected at the corresponding non-SSS IHE. A second logistic regression model (or stratification) for the SSS IHE would be developed using only characteristics that were collected at the corresponding non-SSS IHE as well.

Otherwise, the subsample was chosen analogously. The propensity scores (or stratification) of all students at the non-SSS IHE and the SSS participants at the SSS IHE were calculated. A number of classes according to the propensity scores (or stratification) were defined. Within a class there would be *n* SSS participants at the SSS IHE and *m* non-SSS participants at the non-SSS IHE. Then within this class $(2/3)n$ of the *m* non-SSS participants are randomly selected to be included in the non-SSS participant sample.

For example, the non-SSS IHE corresponding to University B was University C. The logistic regression model on University B had seven characteristics including college and family income. These two characteristics were not collected on the 2,751 freshmen at University C. A second logistic regression model was developed for University B with the following characteristics: race/ethnicity, high school GPA, SAT score, hours enrolled, and financial need. Using classes defined according to the propensity scores, corresponding to the sample of 143 SSS participants at University B a matched sample was selected of 97 $(\approx \frac{2}{3}n)$ non-SSS participants at University C.

Weighting Process for the Project Survey Data

In order to produce unbiased national estimates for the institutional component of the National Study of Student Support Services, the sample data need to be adjusted for differential sampling rates and nonresponse at the institution level. This adjustment was accomplished by assigning weights to each of the IHEs.

In the first stage of the weighting process, weights were assigned to the IHEs to adjust for the fact that not all IHEs were sampled with the same probability. The probability of selection of institution i, π_i, can be expressed as:

$\pi_i = 1$ if the IHE was selected with certainty

$\pi_i = n_h (S_i/S_h)$ if the IHE was not selected with certainty

where

n_h = number of noncertainty institutions in sample from stratum h

S_i = the measure of size assigned to IHE i (the square root of the number of SSS participants for the larger programs and a constant for the smaller programs)

S_h = the sum of the measures of size of noncertainty IHEs in stratum h.

Note that in the strata where the IHEs were sampled with equal probability (the smaller programs), π_i is simply n_h/N_h where N_h is the number of noncertainty institutions in the frame from stratum h.

The base weight for IHE i is the inverse of the probability of selection of the IHE. It can be written as:

$\text{IHE\_WT}_i = 1/\pi_i$.

Since not all IHEs agreed to participate in the study, the base weights were adjusted for nonresponse. Six collapsed strata were used in this adjustment. The nonresponse classes were formed as follows:

Strata	Nonresponse Class	*Description*
1-4	1	4-year IHEs with small SSS programs
5-6	2	2-year public IHEs with small SSS pro-grams.
7	3	4-year public IHEs with >50 percent white students and large SSS programs.
8-11	4	All other 4-year public IHEs with large SSS programs.
12-15	5	2-year public IHEs with large SSS pro-grams.
16-18	6	IHEs with SSS programs serving only handicapped students, 2-year private IHE, geographic outliers.

The nonresponse adjustment factor for collapsed stratum h was the sum of the base weights for the sampled institutions in that stratum divided by the sum of the institution base weights for the participating institutions in that stratum. The nonresponse adjustment factor for collapsed stratum h can be written as:

$$NRADJ_h = \frac{\sum_{\text{sampled IHEs}} IHE\text{-}WT_i}{\sum_{\text{participating IHEs}} IHE\text{-}WT_i}$$

The nonresponse adjusted weight for IHE i in collapsed stratum h is the product of the nonresponse adjustment and the institution base weight. It is:

$ADJWT_{hi} = IHE\_WT_i * NRADJ_h.$

This is the final weight that includes both the sampling and nonresponse adjustments.

Replicate Weights

Most statistical packages provide estimates of sampling errors assuming the sample is a simple random sample. The complex design of the SSS makes this assumption invalid. Therefore, it was decided to estimate the sampling errors of the estimates using a jackknife replication method. This method entailed dividing the sample into 36 variance strata of approximately equal size based on the original sample design for the survey, and computing estimates for each of these 36 replicates. The difference between the replicate estimates and the full sample estimate is used to estimate the sampling error of the statistic.

All of the noncertainty IHEs were placed in the same order within stratum as used in sampling and then assigned sequentially to the 36 variance strata in pairs. One of each of the two IHEs was assigned a 1 or 2, and this variable was called the Pseudo-PSU. Psuedo-PSU refers to a block of institutions within a variance stratum. There was one certainty IHE, which was in all the variance strata since all of its replicate weights are one.

Each step of the weighting process was then replicated 36 times using the variance strata and Pseudo-PSU assignments. The replicate weights were formed by dropping one unit from each variance stratum and doubling the weight for the other Pseudo-PSU in that variance stratum. For example, in replicate one, the IHEs assigned to the first Pseudo-PSU of the first variance stratum had their weights set equal to zero, while the IHEs assigned to the second Pseudo-PSU in the first variance stratum had their weights doubled. The weights for all other IHEs were unaltered. Thirty-six replicate weights were created for each IHE. All of the weighting steps, including the nonresponse adjustment procedure, were then completed for each of the 36 replicate weights.

The replicate weights formed in this fashion can be used to estimate the variance or sampling error of an estimate. A replicate estimate is formed by applying the replicate weight to the characteristic or function of characteristics being estimated. Since there are 36 replicate weights, this results in 36 replicate estimates, $\hat{\theta}_k$. The variance of an estimate is estimated by the sum of the squares of the replicate estimates about the full sample estimate:

$$v(\hat{\theta}) = \sum_k (\hat{\theta}_k - \hat{\theta})^2.$$

The sampling error is just the square root of $v(\hat{\theta})$. The estimated variance and sampling errors for statistics can be computed using WESVAR and the JK2 option. WESVAR is a Westat-developed SAS procedure for computing sampling errors from complex samples. It should be noted that the JK2 OPTION statement is required to produce the appropriate estimate of the variance.

APPENDIX B

ADDITIONAL TABLES

Appendix Table B-1. Enrollment rates of 18- to 24-year-olds in institutions of higher education, by race/ethnicity: 1967-91

Year	All students		White, non-Hispanic		Black, non-Hispanic		Hispanic origin	
	Enrollment as a percent of 18- to 24-year-olds	Enrollment as a percent of high school graduates	Enrollment as a percent of 18- to 24-year-olds	Enrollment as a percent of high school graduates	Enrollment as a percent of 18- to 24-year-olds	Enrollment as a percent of high school graduates	Enrollment as a percent of 18- to 24-year-olds	Enrollment as a percent of high school graduates
1967	25.5	33.7	26.9	34.5	13.0	23.3	*	*
1968	26.0	34.2	27.5	34.9	14.5	25.2	*	*
1969	27.3	35.0	28.7	35.6	16.0	27.2	*	*
1970	25.7	32.7	27.1	33.2	15.5	26.0	*	*
1971	26.2	33.2	27.2	33.5	18.2	29.2	*	*
1972	25.5	31.1	27.2	31.9	18.3	25.2	13.4	24.1
1973	24.0	28.9	25.5	29.5	15.9	22.5	16.1	27.6
1974	24.6	29.8	25.8	29.9	17.6	24.6	18.0	30.7
1975	26.3	31.4	27.4	31.3	20.4	30.1	20.4	33.0
1976	26.7	32.3	27.6	32.1	22.5	32.1	20.0	34.7
1977	26.1	31.4	27.2	31.3	21.1	29.1	17.2	30.5
1978	25.3	30.0	26.5	30.1	20.1	27.9	15.2	25.9
1979	25.0	29.9	26.3	30.2	19.8	27.5	16.7	27.8
1980	25.7	30.5	27.3	31.0	19.4	26.0	16.1	27.6
1981	26.2	31.3	27.7	31.6	19.9	26.6	16.6	28.5
1982	26.6	31.6	28.1	32.0	19.9	26.5	16.8	27.6
1983	26.2	31.3	28.0	31.8	19.2	25.3	17.3	29.9
1984	27.1	31.8	28.9	32.6	20.3	25.6	17.9	28.8
1985	27.8	32.5	30.0	33.9	19.6	24.5	16.9	25.0
1986	27.9	32.7	29.7	33.3	21.9	26.9	17.6	28.3
1987	29.7	35.4	31.9	36.6	23.0	28.2	17.7	26.6
1988	30.2	36.0	33.1	37.4	21.1	26.8	17.1	29.1
1989	30.9	36.5	34.2	38.3	23.4	28.5	16.0	26.6
1990	32.1	37.7	35.2	39.2	25.3	30.4	16.2	26.8
1991	33.3	39.3	36.8	41.0	23.4	28.2	17.8	31.4

*Data not available.

NOTE: Data are based upon sample surveys of the civilian noninstitutional population. Persons of Hispanic origin may be of any race.

SOURCE: U.S. Department of Commerce, Bureau of the Census, *Current Population Reports*. As included in the *Digest of Education Statistics*, 1992, table 173.

Table B-2. TRIO funding in millions of current dollars: 1965-92

FY	Educational Opportunity Centers	McNair	Student Support Services	Talent Search	Upward Bound	Staff Training	Total TRIO
1965-66 . . .					$6.0		$6.0
1966-67 . . .				$2.0	26.0		28.0
1967-68 . . .				2.5	27.0		29.5
1968-69 . . .				4.0	28.0		32.0
1969-70 . . .				4.0	29.8		33.8
1970-71 . . .			$10.0	5.0	29.6		44.6
1971-72 . . .			15.0	5.0	30.0		50.0
1972-73 . . .			15.0	5.0	31.0		51.0
1973-74 . . .			23.0	6.0	38.3		67.3
1974-75 . . .	$3.0		23.0	6.0	38.3		70.3
1975-76 . . .	3.0		23.0	6.0	38.3		70.3
1976-77 . . .	3.0		23.0	6.0	38.3		70.3
1977-78 . . .	4.0		30.0	8.9	41.5		85.0
1978-79 . . .	5.2		45.2	12.5	50.0	$2.0	115.0
1979-80 . . .	6.3		55.0	15.3	61.0	2.4	140.0
1980-81 . . .	7.7		60.0	15.3	62.5	2.0	147.5
1981-82 . . .	8.0		63.9	17.1	66.5	1.0	156.5
1982-83 . . .	7.8		60.7	17.1	63.7	0.9	150.2
1983-84 . . .	7.8		60.7	17.1	68.2	0.9	154.7
1984-85 . . .	8.1		67.0	17.8	70.9	0.9	164.7
1985-86 . . .	9.3		70.3	20.3	74.0	1.0	174.9
1986-87 . . .	8.9		67.3	19.4	72.2	0.9	168.7
1987-88 . . .	9.2		70.1	20.7	75.3	1.0	176.3
1988-89 . . .	10.8		88.7	21.8	83.3	1.2	205.8
1989-90 . . .	11.7	$1.5	86.6	26.2	92.0	1.3	219.3
1990-91 . . .	11.9	3.0	90.9	27.0	106.0	1.5	241.8
1991-92 . . .	19.1	4.9	115.2	59.6	130.6	2.2	333.8
1992-93 . . .	NA	NA	NA	NA	NA	NA	385.3

NA - Not available.

NOTE: Details may not add to totals because of rounding.

SOURCE: Calculated from information from U.S. Department of Education, Division of Student Support Services, and National Council of Equal Educational Opportunity Associations (NCEOA).

Table B-3. TRIO funding in millions of constant 1990 dollars: 1965-92

FY	Educational Opportunity Centers	McNair	Student Support Services	Talent Search	Upward Bound	Staff Training	Total TRIO
1965-66 . .					$24.90		$24.90
1966-67 . .				$8.07	104.88		112.95
1967-68 . .				9.78	105.66		115.44
1968-69 . .				15.02	105.16		120.18
1969-70 . .				14.25	106.13		120.37
1970-71 . .			$33.69	16.84	99.71		150.24
1971-72 . .			48.41	16.14	96.81		161.36
1972-73 . .			46.90	15.63	96.93		159.47
1973-74 . .			67.70	17.66	112.74		198.11
1974-75 . .	$7.95		60.98	15.91	101.54		186.37
1975-76 . .	7.29		55.88	14.58	93.04		170.78
1976-77 . .	6.89		52.83	13.78	87.98		161.48
1977-78 . .	8.63		64.70	19.20	89.51		183.33
1978-79 . .	10.42		90.21	25.06	100.23	$4.01	230.53
1979-80 . .	11.34		99.02	27.54	109.82	4.32	252.04
1980-81 . .	12.21		95.17	24.27	99.14	3.17	233.96
1981-82 . .	11.50		90.58	24.59	95.62	1.44	225.02
1982-83 . .	10.56		82.21	23.16	86.28	1.22	203.43
1983-84 . .	10.24		79.65	22.44	89.50	1.18	203.00
1984-85 . .	10.19		84.28	22.39	89.19	1.13	207.18
1985-86 . .	11.30		85.03	24.66	89.89	1.21	212.45
1986-87 . .	10.61		80.26	23.13	86.10	1.07	201.18
1987-88 . .	10.58		80.65	23.82	86.63	1.15	202.84
1988-89 . .	11.93		98.00	24.09	92.03	1.33	227.37
1989-90 . .	12.33	$1.58	91.28	27.62	96.97	1.37	231.15
1990-91 . .	11.90	3.00	90.90	27.00	106.00	1.50	241.80
1991-92 . .	18.36	4.71	110.71	57.28	125.51	2.10	320.79
1992-93 . .	NA	NA	NA	NA	NA	NA	354.64

NA - Not available.

NOTE: Details may not add to totals because of rounding.

SOURCE: Calculated from information from U.S. Department of Education, Division of Student Support Services, and the National Council of Equal Educational Opportunity Associations (NCEOA).

Table B-4. TRIO funding in millions of constant Higher Education Price Index (HEPI) 1990 dollars: 1965-92

FY	Educational Opportunity Centers	McNair	Student Support Services	Talent Search	Upward Bound	Staff Training	Total TRIO
1965-66 . . .					$27.78		$27.78
1966-67 . . .				$8.83	114.76		123.59
1967-68 . . .				10.54	113.88		124.42
1968-69 . . .				16.15	113.07		129.23
1969-70 . . .				15.18	113.12		128.30
1970-71 . . .			$35.54	17.77	105.21		158.52
1971-72 . . .			50.12	16.71	100.25		167.08
1972-73 . . .			47.61	15.87	98.39		161.87
1973-74 . . .			69.29	18.08	115.39		202.75
1974-75 . . .	$8.45		64.77	16.90	107.85		197.97
1975-76 . . .	7.78		59.64	15.56	99.31		182.28
1976-77 . . .	7.30		55.97	14.60	93.20		171.06
1977-78 . . .	9.13		68.44	20.30	94.67		193.91
1978-79 . . .	11.11		96.18	26.72	106.87	$4.27	245.80
1979-80 . . .	12.56		109.65	30.50	121.62	4.78	279.12
1980-81 . . .	13.97		108.87	27.76	113.41	3.63	267.64
1981-82 . . .	12.67		99.81	27.09	105.36	1.58	247.94
1982-83 . . .	11.68		90.86	25.60	95.35	1.35	224.83
1983-84 . . .	10.98		85.47	24.08	96.03	1.27	217.82
1984-85 . . .	10.89		90.06	23.93	95.30	1.21	221.39
1985-86 . . .	11.85		89.17	25.86	94.26	1.27	222.79
1986-87 . . .	10.83		81.88	23.60	87.84	1.10	205.25
1987-88 . . .	10.77		82.03	24.22	88.11	1.17	206.30
1988-89 . . .	12.09		99.26	24.40	93.22	1.34	230.31
1989-90 . . .	12.36	$1.59	91.52	27.69	97.22	1.37	231.75
1990-91 . . .	11.90	3.00	90.90	27.00	106.00	1.50	241.80
1991-92 . . .	18.13	4.65	109.32	56.56	123.94	2.09	316.78

NOTE: Constant dollars based on the Higher Education Price Index (HEPI), Research Associates of Washington. Details may not add to totals because of rounding.

SOURCE: Calculated from information from the U.S. Department of Education, Division of Student Support Services, and the National Council of Equal Educational Opportunity Associations (NCEOA).

Table B-5. Number of students served in TRIO programs: 1965-92

FY	Educational Opportunity Centers	McNair	Student Support Services	Talent Search	Upward Bound	Total TRIO
1965-66					3,261	3,261
1966-67				50,000	20,333	70,333
1967-68				62,500	23,503	86,007
1968-69				97,500	26,639	124,139
1969-70				100,000	25,743	125,743
1970-71			30,000	125,000	27,346	182,346
1971-72			49,921	126,652	28,142	204,715
1972-73			63,112	125,243	33,809	222,164
1973-74			73,951	109,025	51,755	234,731
1974-75	32,239		86,400	110,975	48,603	278,217
1975-76	37,169		89,753	122,810	46,181	295,913
1976-77	50,065		93,452	110,982	47,517	312,017
1977-78	58,666		123,092	146,565	38,887	367,210
1978-79	69,159		147,648	169,022	38,843	424,672
1979-80	107,649		165,222	198,817	35,391	507,179
1980-81	117,100		172,071	202,033	37,210	528,414
1981-82	127,198		181,368	202,611	37,680	548,857
1982-83*	109,400		150,622	197,453	35,805	493,281
1983-84*	102,836		141,585	185,560	33,133	464,114
1984-85*	102,836		141,585	185,560	33,133	464,114
1985-86*	102,836		141,585	185,560	33,133	464,114
1986-87*	94,260		129,830	170,160	31,121	425,370
1987-88*	94,260		122,840	170,160	30,500	417,760
1988-89*	107,450		144,950	171,860	32,330	456,590
1989-90*	112,700	900	152,630	199,420	34,390	500,040
1990-91*	112,000	930	153,300	197,810	38,030	502,070
1991-92*	112,000	1,475	163,000	267,800	48,950	588,285
1992-93*	148,500	2,200	178,000	303,000	38,600	670,300

*Estimated

NOTE: Details may not add to totals because of rounding.

SOURCE: Calculated from information from the U.S. Department of Education, Division of Student Support Services, and the National Council of Equal Educational Opportunity Association (NCEOA).

Table B-6. Amount of funding per student served in TRIO programs in current dollars: 1965-91

FY	Educational Opportunity Centers	McNair	Student Support Services	Talent Search	Upward Bound	Total TRIO
1965-66					$1,840	$1,840
1966-67				$40	1,279	398
1967-68				40	1,149	343
1968-69				41	1,051	258
1969-70				40	1,158	269
1970-71			$333	40	1,082	245
1971-72			300	39	1,066	244
1972-73			238	40	917	230
1973-74			311	55	740	287
1974-75	$93		266	54	788	253
1975-76	81		256	49	829	238
1976-77	60		246	54	806	225
1977-78	68		244	61	1,067	231
1978-79	75		305	74	1,287	271
1979-80	59		333	77	1,724	276
1980-81	66		349	76	1,680	279
1981-82	63		347	84	1,765	285
1982-83*	71		403	87	1,779	304
1983-8a4*	76		428	92	2,058	333
1984-85*	79		473	96	2,140	355
1985-86*	90		494	109	2,233	377
1986-87*	94		518	114	2,320	397
1987-88*	98		571	122	2,469	422
1988-89*	101		612	127	2,577	451
1989-90*	104	$1,667	567	131	2,675	439
1990-91*	106	3,226	593	136	2,787	482
1991-92*	171	3,322	707	223	2,668	567

*Estimated

SOURCE: Calculated from information from the U.S. Department of Education, Division of Student Support Services, and the National Council of Equal Educational Opportunity Association (NCEOA).

Table B-7. Amount of funding per student served in TRIO programs in constant 1990 dollars: 1965-92

FY	Educational Opportunity Centers	McNair	Student Support Services	Talent Search	Upward Bound	Total TRIO
1965-66					$7,634	$7,634
1966-67				$161	5,158	1,606
1967-68				157	4,495	1,342
1968-69				154	3,948	968
1969-70				142	4,123	957
1970-71			$1,123	135	3,646	824
1971-72			970	127	3,440	788
1972-73			743	125	2,867	718
1973-74			916	162	2,178	844
1974-75	$247		706	143	2,089	670
1975-76	196		623	119	2,015	577
1976-77	138		565	124	1,851	518
1977-78	147		526	131	2,302	499
1978-79	151		611	148	2,580	543
1979-80	105		599	139	3,103	497
1980-81	104		553	120	2,664	443
1981-82	90		499	121	2,538	410
1982-83*	97		546	117	2,410	412
1983-84*	100		562	121	2,701	437
1984-85*	99		595	121	2,692	446
1985-86*	110		601	133	2,713	458
1986-87*	113		618	136	2,767	473
1987-88*	112		657	140	2,840	486
1988-89*	111		677	140	2,847	498
1989-90*	109	$1,757	598	138	2,820	462
1990-91*	106	3,226	593	136	2,787	482
1991-92*	164	3,193	679	214	2,564	545
1992-93*	NA	NA	NA	NA	NA	529

*Estimated

NA - Not available.

SOURCE: Calculated from information from the U.S. Department of Education, Division of Student Support Services, and the National Council of Equal Educational Opportunity Associations (NCEOA).

Table B-8. Percentage of SSS and non-SSS institutions offering service by institution size category: 1990 IPEDS data

Service program	SSS				Non-SSS			
	Huge	High	Medium	Low	Huge	High	Medium	Low
JTPA	12	42	45	54	23	41	23	44
Remedial programs	83	95	94	93	73	87	87	75
Academic and career counseling	100	100	99	97	100	99	99	92
Employment services	98	95	91	76	92	94	91	76
Placement services	100	95	93	88	100	92	91	76
Assistance for hearing impaired	94	84	66	33	88	87	62	28
Access for mobility impaired	100	99	94	66	100	97	89	64
Access for visually impaired	98	84	70	35	96	88	64	29
On-campus day care	62	63	48	18	42	57	36	14

NOTE: Enrollment size categories are as follows: Huge = 20,000 or more; High = 800-19,999; Medium = 2,000-7,999; Low = less than 2,000.

SOURCE: IPEDS Analysis

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Table B-9. Project directors' responses to open-ended question: "Do you have any suggestions for the U.S. Department of Education?"

ANSWERS	NUMBER	PERCENT
CHANGE FUNDING CYCLE FROM 3-5 OR 6 YEARS	101	17%
INCREASE FUND LEVEL TO SERVE MORE STUDENTS	71	12%
MORE EMPHASIS ON STAFF DEVELOPMENT	40	7%
REMOVE OR CHANGE THE FULL FINANCIAL NEED REQUIREMENT	32	5%
MONIES TO BE USED TO BUY FIXED ASSETS (COMPUTERS, EQUIPMENT)	27	5%
MORE FUNDING IN EQUIPMENT CATEGORY OF THE BUDGET	27	5%
ALLOW MORE FLEXIBILITY IN ALLOWABLE COST REQUIREMENTS	24	4%
DIRECT, QUICK COMMUNICATIONS WITH PROJECTS	23	4%
EMPHASIZE COLLABORATION	23	4%
STREAMLINE THE PROPOSAL REVIEW PROCESS/REQUIREMENT	22	4%
FLEXIBILITY TO ALLOW A SMALL PORTION OF TIME TO SERVE NONPROGRAM STUDENTS	18	3%
STAFF TRAINING	17	3%
NEED AN INTERPRETATION OF DUPLICATION OF SERVICES	17	3%
REEVALUATE THE FULL FINANCIAL AID REQUIREMENT	17	3%
LONGER NOTIFICATION PERIOD	16	3%
HOLD A PROJECT STAFF MEETING ANNUALLY TO KEEP PROJECTS INFORMED OF UPCOMING CHANGES AND REQUIREMENTS	14	2%
COMPUTER SOFTWARE FOR PERFORMANCE REPORTING	13	2%
STREAMLINE RECORD KEEPING REQUIREMENTS	13	2%
PROVIDE BETTER EXPLANATION OF WHAT IS DESIRED ON THE PERFORMANCE REPORT FOR THE PROGRAM	12	2%
PRIORITIZE FUNDS FOR STAFF WITH DIRECT STUDENT CONTACT	11	2%
MORE SPECIFIC RECOMMENDATIONS AND GUIDELINE	11	2%
SIMPLIFY THE PROJECT COMPETITION CYCLE	11	2%
EXPAND ELIGIBILITY STANDARDS/LOWER ACADEMIC REQUIREMENTS	11	2%
MORE CORRESPONDENCE WITH NCEOA	10	2%
MAKE THE EDGAR EASIER TO COMPREHEND	9	2%
FLEXIBILITY TO DIRECTORS	9	2%
INCLUSION OF PSYCHIATRIC DISABILITY AS A CRITERION FOR PROGRAM PARTICIPATION	8	1%
MORE OFTEN SITE VISITS AND WITH TIMELY REPORTS	8	1%
SEVERE RESTRICTIONS TEND TO ISOLATE PROGRAMS PRESENTING INTEGRATION INTO INSTITUTIONAL LIFE	8	1%
NEED FEDERAL REGULATIONS FOR EVALUATING PROGRAMS AT THE BEGINNING OF THE ACADEMIC YEAR	7	1%
ANSWER/RETURN PHONE CALLS	7	1%
NEED TO WORK WITH STUDENTS PRIOR TO ENROLLMENT/RECRUITMENT STUDENTS FROM OFF CAMPUS	6	1%
MORE RECEPTIVE TO THE CHANGES OF NEEDS	6	1%
ELIMINATE NEGATIVE STIGMA ATTACHED TO STUDENTS	6	1%
GET CAMPUS COMMITMENT TO INSTITUTIONAL PROGRAM AFTER 2 FUNDING CYCLES FOR PROJECT SALARIES	6	1%
PROGRAMS NEED TO KNOW STATUS OF PROGRAM FUNDING BEFORE STAFF LEAVE FOR SUMMER RECESS	6	1%
MORE EMPHASIS ON SALARY EQUALITY WITHIN THE U.	6	1%
REDUCE REPORTING DEMAND	5	1%
THE 2/3:1/3 RULE SHOULD BE ELIMINATED	5	1%
PROBLEMS WITH NONPROJECT STUDENTS	5	1%
ESTABLISH CRITERIA FOR WHAT CONSTITUTES ACTIVE PARTICIPATION STATUS	4	1%
MORE MONEY FOR STAFFING AND TRAVEL	4	1%
RELATIONSHIPS OF MINORITY STUDENT INTERESTS AND STUDENT SUPPORT SERVICES	4	1%
ALLOW A FEW YEARS FOR TRANSITIONAL TIME BEFORE THE ISSUE OF DUPLICATION OF SERVICES IS RAISED	4	1%
DO GRANT WRITING WORKSHOPS IN SUMMER RATHER THAN FALL	4	1%
QUALITY OF WORK	3	1%
AFFORD PROJECT THE OPPORTUNITY TO MAKE TRANSFERS W/O WAITING FOR DOE APPROVAL	3	1%
NEED MORE SPECIFIC DEFINITION OF ACADEMIC NEEDS	3	1%
PROMOTE A TEAM APPROACH BETWEEN US DEPT OF EDUCATION STAFF --- THE BUDGET STAFF HAVE NEVER BEEN A PROBLEM	3	1%
ALLOW INSTITUTION TO SUBMIT MORE THAN 1 APPLICATION FOR SSS	3	1%
ANNUAL REPORT FIGURES NOT HELPFUL WITH NONCOMPLIANCE AREAS	3	1%
KEEP UP WITH COST INCREASES	3	1%
MORE TRAINING FOR STAFF	3	1%

Table B-9. Project directors' responses to open-ended question: "Do you have any suggestions for the U.S. Department of Education?"--continued

ANSWER	NUMBER	PERCENT
PROGRAM SPECIALIST ROLE WITH PROGRAM DIRECTOR SHOULD BE ASSISTING, ADVISING AND SUGGESTING	3	1%
ACCOMMODATION FOR DISABLED STUDENTS	3	1%
MAKE FINANCIAL AID OFFICES BE RESPONSIBLE FOR VERIFICATION OF INCOME	3	1%
ONE ON ONE ASSISTANCE	3	1%
SSS SHOULD BE ALLOWED TO GIVE ACADEMIC AWARD'S BANGUET	2	0%
TRAINING SHOULD BE ORGANIZED BY PROGRAM STAFF	2	0%
PROGRAM OFFICERS SHOULD HAVE MORE INTEREST IN QUALITATIVE MATTERS REGARDING PROGRAMS	2	0%
ALLOW A BLENDING OF STATE, FEDERAL AND LOCAL DOLLARS FOR PROJECT ACTIVITIES	2	0%
A NATIONAL E-MAIL NETWORK FOR THE SSS PROGRAMS	0	0%

NOTE: Respondents were allowed up to 3 responses.

SOURCE: U.S. Department of Education, Planning and Evaluation Service, National Study of Student Support Services, 1991-92 Project Directors Survey.

Table B-10. Project directors' responses to open-ended question: "Which aspects of your program are particularly successful or innovative?"

ANSWER	NUMBER	PERCENT
THE TUTORING PROGRAM/LAB	265	44%
COUNSELING PROGRAM	131	22%
CLASSES/WORKSHOPS ON BASIC SKILLS/ACADEMIC SUCCESS/ STUDY	125	21%
DEVELOPMENTAL COURSES (WRITING/READING/MATH)	41	7%
CULTURAL & ACADEMIC ACTIVITIES/CULTURAL ENRICHMENT ACTIVITIES	33	6%
RETENTION AND MOTIVATION	30	5%
PEER COUNSELING	30	5%
INDIVIDUALIZED INSTRUCTION/TUTORING	28	5%
RECRUITING PROGRAM PARTICIPANTS AS TUTORS/PEER TUTORING	27	5%
DEDICATED CARING STAFF/AVAILABILITY OF ALL STAFF MEMBERS	26	4%
AIDING STUDENTS IN ADJUSTING TO COLLEGE LIFE	26	4%
POSITIVE CLASSROOM CLIMATE/ACTIVITIES IN CLASSROOM TO RAISE SELF-ESTEEM	26	4%
SUMMER PROGRAM (INCLUDING ESL INTENSIVE SUMMER WORKSHOP)	25	4%
FINANCIAL AID WORKSHOPS/ASSISTANCE/SCHOLARSHIP PROGRAM	24	4%
GOOD ASSESSMENT OF ACADEMIC NEED AND REFERRAL SERVICES	22	4%
MONITORING AND ADVISING	19	3%
RESOURCES SUCH AS COMPUTERS AND COMPUTER AIDED SOFTWARE	18	3%
LEARNING DISABLED PROGRAM	18	3%
PROVIDING ALL TYPES OF SERVICES/SUPPLEMENTS INSTRUCTION GROUPS WITH PROFESSIONAL FACILITATORS	18	3%
RECORD KEEPING AND DOCUMENTATION/TRACKING SYSTEM	16	3%
HANDICAP SERVICES (COMBINATION OF ACADEMIC AND PHYSICAL ASSISTANCE)	16	3%
COMPUTING ASSISTED TUTORING	15	3%
COLLEGE ORIENTATION AND HUMAN RELATIONS COURSES/PRE-COLLEGE AWARENESS PROGRAM	15	3%
LEADERSHIP DEVELOPMENT THROUGH PEER COUNSELING TRAINING	14	2%
ACCEPTANCE AND CREDIBILITY OF PROGRAM ON CAMPUS	12	2%
COLLEGE TRANSFER	11	2%
COMPUTER ASSISTED VOCATIONAL/CAREER ASSESSMENT	11	2%
DIAGNOSTIC TESTING OF STUDENTS	10	2%
INTRUSIVE ADVISING/PREVENTIVE COUNSELING	9	2%
WRITING LAB	9	2%
DUAL DIRECTORSHIP HAS GIVEN THE SSS PROJECT A STRONGLY INTEGRATED VOICE	8	1%
BASIC MATH PROGRAM	8	1%
PROGRAMS FOR MINORITIES	7	1%
COORDINATION OF SERVICES TO SERVE GREATER NUMBER OF QUALIFIED STUDENTS	7	1%
COUNSELING IN MAJOR LANGUAGES SPOKEN BY STUDENTS OTHER THAN ENGLISH	7	1%
ONE-ON-ONE COUNSELING	7	1%
ON CAMPUS, ISOLATION OF THE PROGRAM WOULD DEFEAT THE USEFUL MESSAGE OF THE PROJECT	7	1%
ACCOMMODATIONS FOR DISABLED STUDENTS	7	1%
COLLEGE SUPPORT	6	1%
WORKSHOP WITH STUDENT INVOLVEMENT	6	1%
TUTOR TRAINING	6	1%
PROGRAMS ON DIVERSITY	6	1%
PROGRAM ENVIRONMENT	6	1%
SOCIAL SERVICES	6	1%
CAREER TESTING/ADVISEMENT	5	1%
EARLY REGISTRATION PRIVILEGE FOR PARTICIPANTS	4	1%
TRANSITION TO COLLEGE COURSE OFFERED QUARTERLY	4	1%
INTEGRATION OF SSS PROJECT INTO INSTITUTIONAL DATABASE	4	1%

Table B-10. Project directors' responses to open-ended question: "Which aspects of your program are partially successful or innovative?"--continued

ANSWER	NUMBER	PERCENT
TRANSITION SPECIALIST	4	1%
ADMISSIONS PROCESS	3	1%
PRE-ACADEMIC ADVISING	3	1%
INTO HUMANITIES COURSES DIMENSION OF LEARNING I & II	3	1%
IN-CLASS PARTICIPATION	3	1%
INSTRUCTION IN INTERDISCIPLINARY ESL SKILLS	3	1%
MOTIVATE ALL STUDENTS TO GET THE HELP THEY NEED WITHOUT STIGMATIZING	3	1%
OUTREACH PROGRAM	3	1%
CULTURAL TRIPS	3	1%
ACADEMIC WORKSHOPS	3	1%
LANGUAGE ARTS CENTER	3	1%
FLEXIBLE GRADING SYSTEM	3	1%
STAFF DEVELOPMENT AND PROFESSIONAL DEVELOPMENT PROGRAM	3	1%
TRANSFER SERVICES	3	1%
ALL ASPECTS	2	0%
DATA BASE	2	0%
GATHERING STATISTICAL DATA	2	0%
GROUP EXPERIENCES RUN BY COUNSELORS	2	0%
SMALL GROUP INSTRUCTION	2	0%

NOTE: Respondents were allowed up to 3 responses.

SOURCE: U.S. Department of Education, Planning and Evaluation Service, National Study of Student Support Services, 1991-92 Project Directors Survey.

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Table B-11. Project directors' responses to open-ended question: "What aspects are particularly problematic in your program?"

ANSWER	NUMBER	PERCENT
NEED A GOOD TRACKING SYSTEM/FOLLOWUP/RECORD KEEPING SYSTEM	78	13%
FULL FINANCIAL AID REQUIREMENT	69	12%
LIMITED FUNDS/RESOURCES FOR COMPUTERS/PROGRAMS	42	7%
MAINTAINING ATTENDANCE AT REQUIRED PROGRAM ACTIVITIES	34	6%
NEED MORE MONIES FOR MORE STAFF	33	6%
RETENTION AND GRADUATION	31	5%
MOTIVATE ALL STUDENTS TO GET THE HELP THEY NEED WITHOUT STIGMATIZING	26	4%
EXPAND THE PHYSICAL SPACE FOR TUTORIAL SERVICES	26	4%
INCREASE PARTICIPATION RATE	25	4%
NEED FOR STAFF ORIENTATION/TRAINING - THEY ARE NOT ASSURED OF JOB	24	4%
ADD CULTURAL COMPONENT	22	4%
INABILITY TO SERVE MORE STUDENTS INCLUDING GENERAL NONPROJECT STUDENTS	22	4%
INCREASE THE NUMBER OF STUDENTS SERVED	21	4%
PROBLEM IN ACQUIRING/VERIFYING INCOME DATA ON STUDENTS	20	3%
EARLY DETECTION SYSTEM OF FAILURE/NEED QUICKER WAY TO QUALIFIED STUDENTS/EARLY OR PRE-IDENTIFICATION OF QUALIFIED STUDENTS	18	3%
NO PROBLEMATIC AREAS	17	3%
INABILITY TO KEEP UP WITH DEMAND	17	3%
EVALUATION/PERFORMANCE REPORT	17	3%
PROVIDE REMEDIAL INSTRUCTION IN THE ACADEMIC COMPONENT	16	3%
NEED FULL-TIME PERSONNEL	16	3%
BETTER EQUIPMENT	15	3%
DUPLICATION OF SERVICES RULES	15	3%
IMPROVE LOW MORALE OF STAFF/INCREASE OF SALARIES/STAFF RETENTION	14	2%
GREATER INSTITUTIONAL SUPPORT/ADMINISTRATIVE RECOGNITION	14	2%
INTERNAL STAFF COORDINATION/RELATIONS	13	2%
NEED MORE FUNDS FOR STUDENT ACTIVITIES	13	2%
INCREASE ACADEMIC TUTORING SERVICES, PHYSICAL DISABILITY AND LEARNING DISABILITY SERVICES	11	2%
NEED MORE COUNSELORS	11	2%
REDUCE PAPER WORK	11	2%
EXPAND AND INCREASE TUTORING SERVICES	11	2%
EMPHASIS ON MINORITIES	9	2%
NEED FOR CLASSIFICATION IN DEFINING ACADEMIC NEED/IMPROVE ELIGIBILITY DOCUMENTATION	9	2%
SURVIVING BUDGET CUTS	9	2%
ADD FINANCIAL COUNSELING	8	1%
TRANSITION SPECIALIST/INCREASE SPECIALIZED STAFF	8	1%
NEED A MORE CENTRAL LOCATION/CLASSROOM & OFFICES LOCATED IN THE SAME BUILDING	8	1%
CAREER SERVICES/CAREER DEVELOPMENT	7	1%
HIRE/PROMOTE COORDINATOR/PROFESSOR TO PROGRAM DIRECTOR	7	1%
NEED FOR PERSONNEL CHANGES	7	1%
NEED MORE TUTORS INCLUDING PEER TUTORS	7	1%
SECURE TRANSCRIPTS	6	1%
NEED MORE COMPREHENSIVE NEEDS ASSESSMENT/NEED MORE TESTING	6	1%
MAINTAINING REQUIRED CONTACT WITH COUNSELOR	6	1%
REDUCE THE NUMBER OF STUDENTS SERVED	6	1%
FLEXIBILITY IN BUDGET AREAS/INABILITY TO CARRY OVER UNSPENT FUNDS INTO THE FOLLOWING ACADEMIC YEAR	5	1%
IMPLEMENT INTRUSIVE ADVISING FOR PARTICULARLY HIGH-RISK STUDENTS OR THOSE ENTERING DIRECTLY FROM HIGH SCHOOL	5	1%

Table B-11. Project directors' responses to open-ended question: "What aspects are particularly problematic in your program?"--continued

ANSWER	NUMBER	PERCENT
REDUCE THE NUMBER OF STUDENTS IN EACH CLASS	4	1%
GRANT WRITING/INCREASE THE LENGTH OF GRANT WRITING FROM 3 TO 5 YEARS	4	1%
NEED BETTER LEARNING DISABILITY TESTING AND REFERRAL	4	1%
EMPHASIS ON REMEDIATION FOR ALL COURSES	4	1%
THE PEER SUPPORT	4	1%
TOO MANY NON-SSS STUDENTS/LESS TIME SPENT WITH NONPROJECT STUDENTS	4	1%
UNMET CLERICAL NEEDS/COMPUTERIZED DATA COLLECTION UNMET CLERICAL NEEDS/COMPUTERIZED DATA COLLECTION	4	1%
MORE AUTONOMY FROM UNIVERSITY	3	1%
SERVICES TO INTERNATIONAL STUDENTS	3	1%
MORE CLEAR DEFINITION OF WHO PROJECT STAFF IS ACCOUNTABLE TO/STATUS OF PERSONNEL IN PROGRAM AS COMPARED TO INSTITUTION	3	1%
STATEMENT OF ACADEMIC NEED	3	1%
DATA INPUT FROM COLLEGE PERSONNEL	3	1%
TIME CONFLICTS	3	1%
DOMINATION OF FEMALE STUDENTS BY THEIR UNSYMPATHIZING HUSBANDS	3	1%
MORE TRAINING SUPPORT OF TUTORS/STAFF	3	1%
NEED REFERRAL FOR STUDENTS WITH LIMITED, INSUFFICIENT ACADEMIC PREPARATION	2	0%
MANAGEMENT AND DELIVERY OF DELIVERY OF COMPREHENSIVE SERVICES AT OFF-CAMPUS CENTER	2	0%
AUTOMATION OF OFFICE OPERATIONS	2	0%

NOTE: Respondents were allowed up to 3 responses.

SOURCE: U.S. Department of Education, Planning and Evaluation Service, National Study of Student Support Services, 1991-92 Project Directors Survey.

Table B-12. Project directors' responses to open-ended question: "Have you felt the need to change anything about your project in the last 3 years to improve services? If yes, what?"

ANSWER	NUMBER	PERCENT
NEED A GOOD TRACKING SYSTEM/FOLLOWUP/RECORD KEEPING SYSTEM	25	6%
NEED MORE TUTORS INCLUDING PEER TUTORS	20	5%
CAREER SERVICES/CAREER DEVELOPMENT	18	5%
LIMITED FUNDS/RESOURCES FOR COMPUTERS/PROGRAMS	15	4%
EXPAND AND INCREASE TUTORING SERVICES	15	4%
NEED TO ADD A STUDY SKILLS PROGRAM	14	4%
GREATER STUDENT INVOLVEMENT IN DECISION MAKING AND PROGRAM ACTIVITIES	13	3%
PROGRAM TO ASSIST TRANSFER STUDENTS	13	3%
INTERNAL STAFF COORDINATION/RELATIONS	12	3%
AUTOMATION OF OFFICE OPERATIONS	11	3%
IMPLEMENT INTRUSIVE ADVISING FOR PARTICULARLY HIGH-RISK STUDENTS OR THOSE ENTERING DIRECTLY FROM HIGH SCHOOL	10	3%
NEED FULL-TIME PERSONNEL	10	3%
INCREASE ACADEMIC TUTORING SERVICES, PHYSICAL DISABILITY AND LEARNING DISABILITY SERVICES	10	3%
EARLY DETECTION SYSTEM OF FAILURE/NEED QUICKER WAY TO QUALIFIED STUDENTS/EARLY OR PRE-IDENTIFICATION OF QUALIFIED STUDENTS	10	3%
NEED MORE MONIES FOR MORE STAFF	9	2%
EVALUATION/PERFORMANCE REPORT	8	2%
TRANSITION SPECIALIST/INCREASE SPECIALIZED STAFF	8	2%
OVERALL CHANGES/EXPAND ALL SERVICES	8	2%
INCREASE THE NUMBER OF STUDENTS SERVED	8	2%
ACCOMMODATIONS FOR THE LEARNING DISABLED STUDENTS	8	2%
THE PEER SUPPORT	7	2%
MORE TRAINING SUPPORT OF TUTORS/STAFF	7	2%
NEED BETTER LEARNING DISABILITY TESTING AND REFERRAL	7	2%
NEED FOR PERSONNEL CHANGES	7	2%
MOTIVATE ALL STUDENTS TO GET THE HELP THEY NEED WITHOUT STIGMATIZING	7	2%
EMPHASIS ON REMEDIATION FOR ALL COURSES	7	2%
DEVELOP A COMPUTER SUPPORT	7	2%
NEED FOR CLASSIFICATION IN DEFINING ACADEMIC NEED/IMPROVE ELIGIBILITY DOCUMENTATION	6	2%
HIRE/PROMOTE COORDINATOR/PROFESSOR TO PROGRAM DIRECTOR	6	2%
ADD CULTURAL COMPONENT	6	2%
PROVIDE REMEDIAL INSTRUCTION IN THE ACADEMIC COMPONENT	5	1%
NEED MORE COMPREHENSIVE NEEDS ASSESSMENT/NEED MORE TESTING	5	1%
INSTITUTIONALIZE DISABLED SERVICES	5	1%
REDUCE THE NUMBER OF STUDENTS SERVED	5	1%
MAINTAINING ATTENDANCE AT REQUIRED PROGRAM ACTIVITIES	4	1%
NEED MORE COUNSELORS	4	1%
MORE FOCUS	4	1%
REVISED OBJECTIVES WHEN NECESSARY	4	1%
INABILITY TO SERVE MORE STUDENTS INCLUDING GENERAL NONPROJECT STUDENTS	4	1%
SCHEDULING	4	1%
PART-TIME STAFF/STAFFING PART TIME PROFESSIONAL PERSONS RATHER THAN STUDENTS	3	1%
BETTER EQUIPMENT	3	1%

Table B-12. Project directors' responses to open-ended question: "Have you felt the need to change anything about your project in the last 3 years to improve services? If yes, what?"--continued

ANSWER	NUMBER	PERCENT
NEED A LEARNING LAB WITH CAI MATERIALS	3	1%
NEED FOR STAFF ORIENTATION/TRAINING - THEY ARE NOT ASSURED OF JOB	3	1%
INTEGRATE COURSES ESPECIALLY DESIGNED FOR PARTICIPANTS	3	1%
MAINTAINING REQUIRED CONTACT WITH COUNSELOR	3	1%
IMPLEMENT NEW-STUDENT ORIENTATION	3	1%
INCREASE COUNSELING HOURS	3	1%
CHANGE THE NAME OF THE PROGRAM	3	1%
STATEMENT OF ACADEMIC NEED	3	1%
GREATER INSTITUTIONAL SUPPORT/ADMINISTRATIVE RECOGNITION	3	1%
NEED A MORE CENTRAL LOCATION/CLASSROOM & OFFICES LOCATED IN THE SAME BUILDING	3	1%
FULL FINANCIAL AID REQUIREMENT	2	1%
NEED WEEKEND SERVICES	2	1%
SERVICES TO INTERNATIONAL STUDENTS	2	1%

SOURCE: U.S. Department of Education, Planning and Evaluation Service, National Study of Student Support Services, 1991-92 Project Directors Survey.

Table B-13. Project directors' responses to open-ended question: "Are there any aspects of your program that you would change if you could?"

ANSWER	NUMBER	PERCENT
NEED MORE MONIES FOR MORE STAFF	42	7%
PROVIDE REMEDIAL INSTRUCTION IN THE ACADEMIC COMPONENT	37	6%
NEED A GOOD TRACKING SYSTEM/FOLLOWUP/RECORD KEEPING SYSTEM	33	6%
NEED FULL-TIME PERSONNEL	33	6%
LIMITED FUNDS/RESOURCES FOR COMPUTERS/PROGRAMS	28	5%
EXPAND THE PHYSICAL SPACE FOR TUTORIAL SERVICES	28	5%
NEED A MORE CENTRAL LOCATION/CLASSROOM & OFFICES LOCATED IN THE SAME BUILDING	28	5%
INCREASE THE NUMBER OF STUDENTS SERVED	23	4%
NEED MORE COUNSELORS	22	4%
EXPAND AND INCREASE TUTORING SERVICES	22	4%
EARLY DETECTION SYSTEM OF FAILURE/NEED QUICKER WAY TO QUALIFIED STUDENTS/EARLY OR PRE-IDENTIFICATION OF QUALIFIED STUDENTS	17	3%
CAREER SERVICES/CAREER DEVELOPMENT	17	3%
OFFER MORE SUPPORT IN THE SUMMER/SUMMER PROGRAM	16	3%
IMPROVE LOW MORALE OF STAFF/INCREASE OF SALARIES/STAFF RETENTION	16	3%
INTEGRATE COURSES ESPECIALLY DESIGNED FOR PARTICIPANTS	15	3%
NEED MORE TUTORS INCLUDING PEER TUTORS	14	2%
NEED A LEARNING LAB WITH CAI MATERIALS	13	2%
NEED FOR STAFF ORIENTATION/TRAINING - THEY ARE NOT ASSURED OF JOB	12	2%
FLEXIBILITY IN BUDGET AREAS/INABILITY TO CARRY OVER UNSPENT FUNDS INTO THE FOLLOWING ACADEMIC YEAR	11	2%
HIRE/PROMOTE COORDINATOR/PROFESSOR TO PROGRAM DIRECTOR	11	2%
REDUCE PAPER WORK	11	2%
GRANT WRITING/INCREASE THE LENGTH OF GRANT WRITING FROM 3 TO 5 YEARS	10	2%
MORE SITE VISITS WITH TIMELY REPORTS AND RECOMMENDATIONS/CHANGE THE SITE VISIT PROCEDURE TO BE MORE SUPPORTIVE	10	2%
NEED MORE FUNDS FOR STUDENT ACTIVITIES	10	2%
MOTIVATE ALL STUDENTS TO GET THE HELP THEY NEED WITHOUT STIGMATIZING	10	2%
TRANSITION SPECIALIST/INCREASE SPECIALIZED STAFF	9	2%
GREATER INSTITUTIONAL SUPPORT/ADMINISTRATIVE RECOGNITION	9	2%
DEVELOP CREDIT INSTRUCTION	9	2%
EVALUATION/PERFORMANCE REPORT	9	2%
INCREASE PARTICIPATION RATE	8	1%
AUTOMATION OF OFFICE OPERATIONS	8	1%
MORE CLEAR DEFINITION OF WHO PROJECT STAFF IS ACCOUNTABLE TO/STATUS OF PERSONNEL IN PROGRAM AS COMPARED TO INSTITUTION	8	1%
SERVICES TO INTERNATIONAL STUDENTS	8	1%
NEED FOR PERSONNEL CHANGES	8	1%
DUPLICATION OF SERVICES RULES	7	1%
INCREASE ACADEMIC TUTORING SERVICES, PHYSICAL DISABILITY AND LEARNING DISABILITY SERVICES	7	1%
ELIMINATE THE 2/3 RULE OF SERVICES TO STUDENTS	6	1%
PROBLEM IN ACQUIRING/VERIFYING INCOME DATA ON STUDENTS	6	1%
NEED MORE COMPREHENSIVE NEEDS ASSESSMENT/NEED MORE TESTING	5	1%
INTERNAL STAFF COORDINATION/RELATIONS	5	1%
DEVELOP A COMPUTER SUPPORT	5	1%
PART-TIME STAFF/STAFFING PART-TIME PROFESSIONAL PERSONS RATHER THAN STUDENTS	4	1%
NEED MORE FOCUS ON LEADERSHIP DEVELOPMENT	4	1%
MAINSTREAM DISADVANTAGED STUDENTS	4	1%
ADD CULTURAL COMPONENT	4	1%
MORE AUTONOMY FROM UNIVERSITY	4	1%

Table B-13. Project directors' responses to open-ended question: "Are there any aspects of your program that you would change if you could?"--continued

ANSWER	NUMBER	PERCENT
MANAGEMENT AND DELIVERY OF DELIVERY OF COMPREHENSIVE SERVICES AT OFF-CAMPUS CENTER	4	1%
MORE TRAINING SUPPORT OF TUTORS/STAFF	4	1%
INABILITY TO SERVE MORE STUDENTS INCLUDING GENERAL NONPROJECT STUDENTS	4	1%
STATEMENT OF ACADEMIC NEED	3	1%
NEED TO ADD A STUDY SKILLS PROGRAM	3	1%
INSTITUTIONALIZE DISABLED SERVICES	3	1%
THE PEER SUPPORT	3	1%
CHANGE FROM 2 YEAR TO 4 YEAR PROGRAM CHANGE FROM 2 YEAR TO 4 YEAR PROGRAM	3	1%
REDUCE THE NUMBER OF SUTDENTS SERVED	3	1%
ADD FINANCIAL COUNSELING	3	1%
INCREASE COUNSELING HOURS	3	1%
UNMET CLERICAL NEEDS/COMPUTERIZED DATA COLLECTION UNMET CLERICAL NEEDS/COMPUTERIZED DATA COLLECTION	3	1%
OVERALL CHANGES/EXPAND ALL SERVICES	3	1%
REDUCE THE NUMBER OF STUDENTS IN EACH CLASS	3	1%
ALL STAFF BE HOUSED IN ONE COMPLEX	3	1%
9 MONTHS TO 12 MONTHS FOR SERVICES PROVIDED TO STUDENTS	3	1%
TOO MANY NON-SSS STUDENTS/LESS TIME SPENT WITH NONPROJECT STUDENTS	3	1%

NOTE: Respondents were allowed up to 3 responses.

SOURCE: U.S. Department of Education, Planning and Evaluation Service, National Study of Student Support Services, 1991-92 Project Directors Survey.